

**DESCRIPTIVE - CUM - CRITICAL STUDY OF  
EDUCATION SYSTEM IN ANDHRA PRADESH**

**CENTRE FOR EDUCATIONAL POLICY & MANAGEMENT  
ADMINISTRATIVE STAFF COLLEGE OF INDIA**

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**Sub: National Systems Unit.**  
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25th March, 1976

Shri C.S. Sastry, IAS  
Secretary to the  
Government of Andhra Pradesh  
Department of Education  
Secretariat  
HYDERABAD - 500 475 A.P.

Sub: Final Report on Re-organisation of Education-  
Descriptive-cum-critical study of Education  
System in Andhra Pradesh by the Administrative  
Staff College of India, Hyderabad

Dear Shri Sastry,

On 26th of June, 1975 the Government of Andhra Pradesh vide G.O.Ms. No.746 entrusted the Administrative Staff College of India the task of Descriptive-cum-Analytical Study of Education System in order to re-organise the State Education Administration in Andhra Pradesh. We have now great pleasure in transmitting the enclosed document which describes our findings, provides critical analysis of the same and offers a frame work for re-organizing the State Education System.

The proposed frame-work is an attempt towards increasing the responsiveness of the State Education Administration to the felt needs of its client systems the students, the parents, the teachers and the multiplicity of managements in the State. It envisages greater attention to policy, planning, monitoring and control at State and Directorate levels, and decentralised Boards of Education at the District and field levels. It also reviews the existing system of "inspection" in School System and suggests alternative ways of improving the performance of teachers and schools.

Should the Government be pleased to accept the enclosed report, we believe it would require concerted planning for implementing the new structure. The implementation may require re-orientation or skill training on the part of some administrative personnel but it would not involve additional expenditure or man-power. The Administrative Staff College of India would be glad to assist you in implementing the new structure.

We should mention that in course of our study we received responses from over 2500 people associated with the Education System in the State, and full co-operation from all quarters in the State Education Administration. Without their help we wouldn't have been able to complete this study.

With personal regards,

Yours sincerely,



Dharni P Sinha  
Chairman, Centre for Educational Policy  
and Management

Encl: As above

E.R/-

This report is a result of the innovative thinking of Shri M. V. Rajgopal, erstwhile Secretary of Education, Government of Andhra Pradesh, who initiated and supported this study; it is a product of team work of the following professional staff of the Centre for Educational Policy and Management at the Administrative Staff College of India:

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Besides the above full time members of the team Dr. Udai Desai, Dr B L Maheshwari, Dr Balwanth Reddy, Shri M K Subramaniam, Dr R N Basu, Dr Aqueil Ahmad and other colleagues from the College contributed ideas during several seminars organised to review the project and its findings.

Shri P V L Narsimha Rao, Assistant Secretary from the Secretariat, Shri Venkata Reddy, Assistant D.P.I., acted as link resource with the State Administration. Mr. K R Sharma Gazetted Inspector, Hyderabad who was with us for the project provided invaluable assistance during the period of project planning and data collection.

Mr. P V Gopalakrishnan and Mr. A Narasimharao provided full time secretarial assistance to the above team. The final draft was stenciled by Mr. K M Koshy of the Programmes Office of the College.

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## CHAPTER - I

### Introduction

The Government of Andhra Pradesh in June 1975, entrusted the Administrative Staff College of India, Hyderabad, with the task of examining the educational administration of Andhra Pradesh. The main objective of this report is to describe and critically examine the existing system of educational administration in Andhra Pradesh.

The Government of Andhra Pradesh has been deeply concerned with the phenomenal growth of its education systems. It's annual budget on education is close to Rs. 100 crores. Exhibit 1 gives the State Education budget for the last four years. The Education Administration has been struggling to meet the needs of its client-systems, students, teachers, and various kinds of management. However, the Government believed that the education administration was not responsive enough to the felt needs of the client-systems, particularly, the teachers in the State. And it was suggested that there was an urgent need to "Reform the Education System on sound principles of management".

The State Education Administration in Andhra Pradesh, as one may see from the enclosed organisation chart, (Exhibit 2), consists of a large number of Directorates of Education. This

study, however, is confined to the evaluation of Directorates of Primary, Secondary and Higher education and the State level institution affiliated to these, besides the State administrative systems in the districts and the blocks.

The primary task of the study is to describe the existing managerial processes at State, district and block levels; to identify issues of managerial concern at different levels of educational administration, and finally to generate alternative models for reorganising education administration in the State.

The study was designed in three phases. In the first phase attempts were made to identify the problem-areas for educational administration in the State. Also we constructed and pre-tested questionnaires for key officials of District Education System as well as teachers and principals of schools and colleges. In the second phase we collected data through questionnaires as well as through in-depth interviews with a selected group of 217 respondents drawn from various parts of the State. In the third phase, we processed the questionnaire's data through computer and made detailed analysis of interview data. The analysis was discussed extensively with the research team in the College, which identified possible gaps and tried to fill them up with follow-up interviews.

### First Phase:

The first task was to define the framework and the objective of the study, as well as the methodology for achieving the same. Towards this a series of meetings were organised with the Education Secretary and the key administrators at the State level. Also independent interviews with the Directors of higher education and school education were held. The second task was to identify the problem-areas for Education Administrators in the State. Here, a series of half-day workshops were held with District Educational Officers, Gazetted Inspectors and Deputy Secretary of Zilla Parishad, Deputy Inspector of School and Extension Education Officers: also with a group of teachers and principals of schools. These workshops attempted to identify the role-related problems and sharpened the frame of inquiry, and the kind of questions to be raised in the survey. The workshops were held for each category of personnel separately so that the issues related to roles could be understood sharply.

The third task which overlapped the first and second, was to construct questionnaires for administering to five key functionaries in the State education administration. The workshops helped in testing and refining the questionnaires.

Second Phase:

As this was designed to be a macro-level study of the Education administration in the State, it was necessary to collect data from the State level units. The key units in the systems are the Secretariat, the Directorate of Public Instruction, the State Council of Educational Research and Training (SCERT), the Intermediate Board of Education and the Commissionerate for Government Examinations.

The mode of data collection from these units was primarily through unstructured interviews. The emphasis was, however, laid on organisational structure, linkages, appropriateness of certain relationships between hierarchical and horizontal units and crucial problem-areas. Issues were raised, based on the contents of the interviews. Documentary evidence were gathered to supplement the interviews. This documentary data was in the form of Government orders, rulings of the Government, Statutory Codes, Administrative reports of various nature etc.

The questionnaires designed for Gazetted Inspectors, Deputy Inspectors of School, Extension Education Officers and Deputy Secretaries were sent to the concerned persons. In the case of teachers and Headmasters, the respective D.E.O's were requested to transmit the

questionnaires to the Teachers and Headmasters of all the four types of schools i.e. Government, Private, Zilla Parishad and Panchayat Samiti Schools.

The return of questionnaires was fast enough and in all the rate of response was ranging from 27.3% to 84.3%. Table-1 presents these figures in detail.

TABLE - 1

Respondents	QUESTIONNAIRES		
	Mailed	Returned	Percentage of return
1. District Edn. Officers	22	14	63.6
2. Gazetted Inspectors	67	45	67.2
3. Dy. Secretary (Edn.) Z.P.	22	6	27.3
4. Dy. Inspectors	338	285	84.3
5. Extension Officers	338	175	51.7
6. Head Masters and Teachers	2300	1200	52.1
Total	<u>3087</u>	<u>1725</u>	<u>55.9</u>

Education administration, especially for Primary and Secondary School Systems, is located in districts where from it is organised and directed. Hence, the plan of research provided for the exploration of the district education administration. In order to have a coverage over administrative problems three representative districts were identified through purposive sampling techniques. These districts were: (1) Guntur in Coastal Andhra, (2) Kurnool in Rayalaseema and (3) Warangal in Telangana. The following table shows the number and categories of personnel interviewed in the State.

Sl No	Category of Personnel Interviewed	Number
1	District Collectors	3
2	D.E.Os	18
3	Chairman, Secretaries & Dy. Secretaries of Zilla Parishad	11
4	Gazetted Inspectors	16
5	Deputy Inspectors	19
6	Junior Dy. Inspectors	2
7	Extension Officers	12
8	Block Development Officers	2
9	Manager-cum-Accountants	7
10	Panchayat Samithi Presidents	8

Contd...



Sl No	Category of Personnel Interviewed	Number
11	Junior College Principals	6
12	Headmasters of Schools	29
13	Teachers	28
14	Lecturers and Principals of Colleges of Education	23
15	Representatives of Teachers' Associations	6
16	All Top Secretariat Personnel	6
17	All Top Directorate Personnel including Boards of Secondary and Intermediate Education and SCERT	21
Total		217

### Third Phase:

The third phase, the phase of analysis and preparation of report, took almost three months of the study time. Here with the help of computer, we processed the data collected through questionnaires and with the help of team of researchers we analysed the data collected through interviews. In the process of analysis we tried to identify the strengths and concerns for education administration at various levels, also the attitude and

aspirations of key functionaries in the administration. In this phase we had a series of seminars, primarily confined to the researchers in the College.

Having prepared the draft it was agreed that we should first present a summary analysis to the State level administrators. And then develop a strategy for eliciting reactions to the report from administrators at the State, District, Panchayat and Block levels, as also to generate discussions on the alternative models for re-organising Education Administration. It was felt that the recommendations emerging out of full participation of the implementing officers would be more pragmatic and operational.

The report in the following pages is presented in historical and ethnographic perspective. The first chapter describes the structure and function of the State Education and Administration during the past 20 years, since the emergence of the State of Andhra Pradesh. The second describes the administrative processes in the various sub-systems of State Education Administration: the Education Secretariat, Directorates, Board of Intermediate Studies, Board of Secondary Education, SCERT, the District Educational Office and Zilla Parishad, and the Deputy Inspector of Schools and the Block education administration. Having described

the structure and function of education administration we have raised critical issues of concern at different levels. These issues are in the form of comments, questions and observations. Around these the new model of education administration will emerge. In the fourth chapter we have reviewed the State Education Administration as a system and raised basic dilemmas confronting the system today. In the last chapter we have recommended a model for reorganising the State Education Administration. Once the broad philosophy, strategy and concept underlying the model is accepted, details may have to be worked out for implementing the same. The reorganisation suggested has very little financial implications for the State, though it may have far reaching consequences in advancing the goals of education in Andhra Pradesh.

This report lands itself to the total system of the State Education Administration wherein issues raised are germane to the future of State Education. It also provides sub-system diagnosis and analysis, for example, one can look at the chapter on Directorate and report to the issues raised therein, which will be directed at improving the effectiveness and performance of this sub-system.

EXHIBIT-I.

## STATE EDUCATION BUDGET

(Rs. in Lakhs)

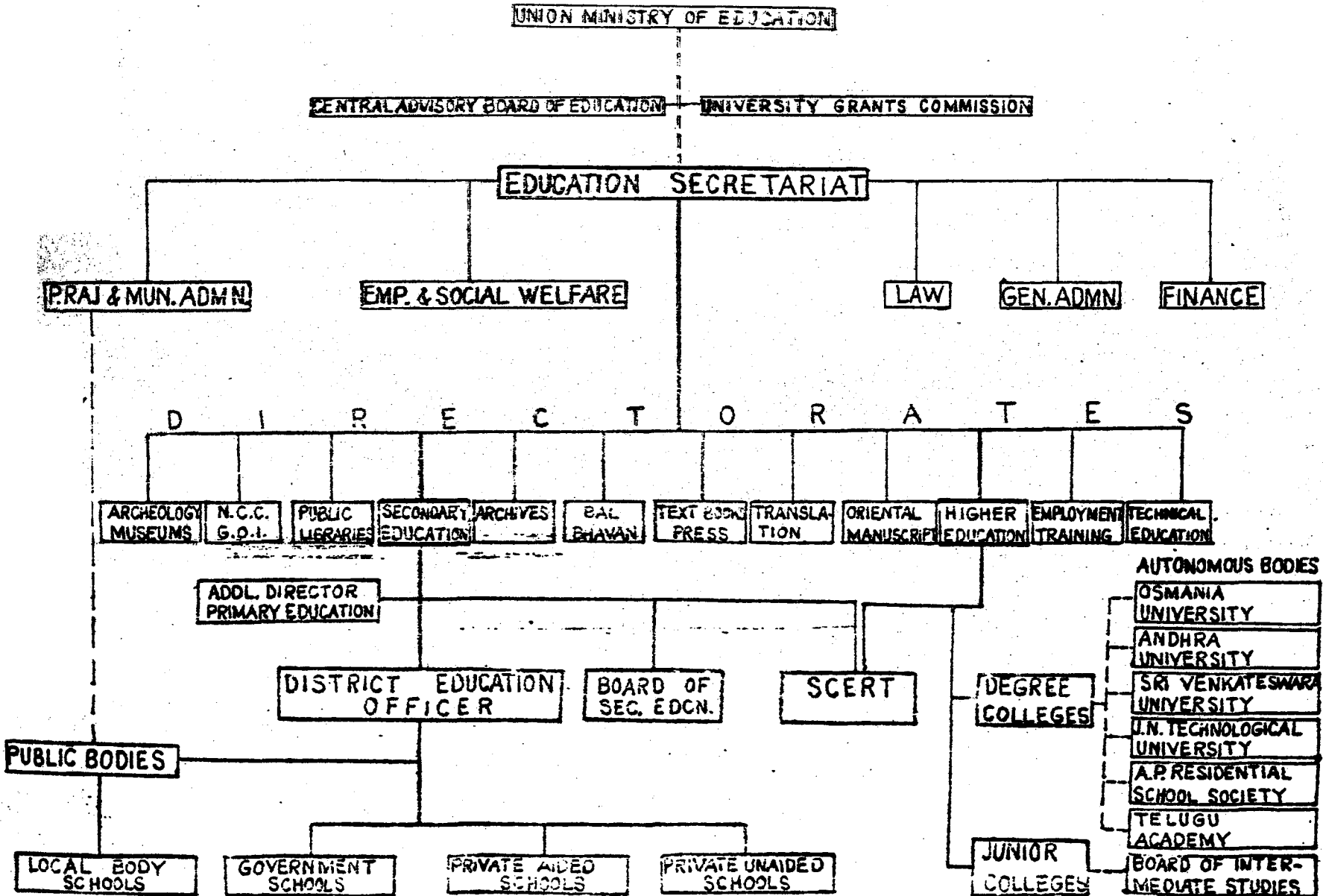
Head of Account.	ACTUALS 1972-73				REVISED ESTIMATE 1973-74				ESTIMATES 1974-95				ESTIMATES 1975-76			
	Non-Plan	Plan	Total	%	Non-Plan	Plan	Total	%	Non-Plan	Plan	Total	%	Non-Plan	Plan	Total	%
1. University Education.	752.66	82.18	834.84	13.10	1054.35	88.69	1143.04	14.59	1071.45	24.31	1095.76	12.39	1278.94	96.07	1375.01	14.39
2. Pre-University/Intermediate Edn.	143.97	94.00	237.97	3.73	251.03	77.49	328.47	4.18	385.93	16.95	402.88	4.56	420.86	67.60	488.46	5.11
3. Secondary Education	2101.98	104.22	2206.20	34.62	2473.32	137.61	2610.93	33.26	2898.25	80.00	2978.25	33.65	3146.60	62.02	3210.62	33.60
4. Primary Education	2789.58	180.68	2970.26	46.62	3371.58	213.56	3585.14	45.07	3904.29	256.30	4160.59	47.00	4074.96	228.73	4303.69	45.04
5. Special Education	49.41	6.41	55.82	0.88	59.73	3.14	62.87	0.80	78.49	3.58	82.07	0.92	63.76	2.80	66.56	0.70
6. Administration:	16.78	0.27	17.05	0.26	56.76	1.23	57.99	0.74	61.21	7.08	68.29	0.78	63.97	8.25	72.22	0.75
7. Other Miscellaneous expenditures	34.89	14.48	49.37	0.79	30.62	23.85	54.47	0.70	37.89	24.90	62.79	0.71	28.05	10.20	38.25	0.41
8. TOTAL	5889.25	482.24	6371.49	100	7297.39	545.52	7842.91	100	8437.51	413.12	8850.63	100	9077.14	477.67	9554.81	100

Source: Directorate of Public Instructions.

Ans:

and further down, there were Regional Directors, the DEOs and the Inspectors. The education districts did not synchronise with the revenue districts.

# ORGANIZATION OF ANDHRA PRADESH EDUCATION SYSTEM



CHAPTER - IISTATE EDUCATION ADMINISTRATION- Historical Review

The administrative structure of the State education system today, is the synthesis of the different patterns that prevailed in the Nizam's Dominion and the Andhra Region, before 1947. This synthesis came about effectively in 1956, when the Telangana and the Andhra Regions were merged, leading to the formation of the State of "ANDHRA PRADESH".

In the Nizam's Dominion, there was an Education Department, that was in charge of all educational matters. The key functionaries were the Education Secretary and the Director of Public Instruction (DPI) was assisted by a number of subordinate officers. At the District level were the District Education Officers (DEO) (one for each district), who were assisted by the Deputy Inspectors and Inspectresses. The revenue district was co-terminus with the educational district.

The Andhra region was governed by the pattern that was existing in the composite State of Madras. There was a DPI at the Headquarters, and further down, there were Regional Directors, the DEOs and the Inspectors. The education districts did not synchronise with the revenue districts.

STATE EDUCATION SET-UP IN 1956Secretariat:

At the State level, after the emergence of Andhra Pradesh, was created a Department of Education, headed by a Minister. Under the purview of this Department came all branches of education i.e. Primary, Secondary, Higher, Technical and Social. The minister was assisted by the Education Secretariat, headed by a Secretary of the IAS rank and supported by two Deputy Secretaries, and five Assistant Secretaries. There were about 22 sections that took care of all educational matters.

The Education Secretariat had the responsibility for evolving general policies and plans, introducing legislative measures and serving as a liaison between the Education Minister and the various directorates that deal with the executive aspects. This role of the Secretariat and also its internal structure continues even today. At present, there are as many as eleven Directorates within the purview of the Education Secretariat.

Directorate:

The Directorate was the chief executive body responsible for the implementation of the policies framed by the Education Department and to administer the Primary, Secondary and Higher Education of all government and private institutions. The major functions of the Directorate

were organisation, inspection, supervision and discipline. At the headquarters, there was a DPI who was assisted by four Deputy Directors, one Assistant Director, three assistants and three special officers, each of whom was in charge of defined functions.

#### Field Level Organisation 1956:

Then there were Five Regional Directors, each of whom supervised over the work of around five DEOs. There were 30 DEOs at that time, including one agency educational officer. This was because some of the districts were split-up into two or more educational districts. Further down, there were 5 Inspectresses of Girls' Schools and 82 Deputy Inspectors. Exhibit 3 gives a brief organisation chart of the State Education System in 1956.

#### ADMINISTRATIVE CHANGES 1956 - 1975

##### Local Bodies:

In 1959, the concept of local-self Government gained prominence, and the Panchayat Raj Institutions were created in the form of Zilla Parishads and Panchayat Samithis. Subsequently, in 1961-62, a number of primary and secondary schools were placed under the local authorities.



This change did not however result in any significant modification of the structure, either at the headquarters or at the regional level, but it certainly did necessitate alternations below the level of the DEOs.

The position of a Deputy Secretary (Education) was created in the Zilla Parishad Offices of each district. The Deputy Secretaries who were employees of the Education Department were to look after the administration of the Z.P. Schools and also provide liaison between the Z.P. Offices and the Education Department. The Deputy Inspectors having jurisdiction over the Panchayat Samithis had also to serve henceforth in the capacity of Extension Officers, besides performing their task of inspection. The reorganisation of the jurisdictions of the DIs was made in such a way in the rural areas, so as to make their ranges co-terminus with the blocks. Therefore, under the new set-up the number of ranges of DIs were equal to those of the blocks in the rural areas. But separate ranges were formed for the elementary schools in urban areas; for the Urdu Elementary Schools in Andhra areas; and for the Elementary Schools in Agency areas.

This organisational structure continued until 1965-66, with some changes here and there. At the headquarters, the only significant changes were that the Director of Public Instruction was

also made the Commissioner for Government Examinations and the Director of Public Libraries. Also, one of the four Deputy Directors was promoted as a Joint Director, while the post of the "Agency Educational Officer" was abolished, whose work devolved upon one of the DEOs. Consequently, the number of the DEOs was reduced to 29.

#### Organisational Changes in 1965:

In 1965, radical changes were made in Education Administration, both at the headquarters and at the district level. These modifications were made in response to the proposal made by the DPI. The objective of the re-organisation was to strengthen the district administration in order to expedite the administrative matters. It was also meant to strike divorce between the academic and the administrative aspects. In accordance with the G.O. Ms. No. 1771 Genl. Admn. (Spl.A), the following changes were made at the headquarters.

The monolithic character of the DPI was brought to an end. It was bifurcated into the Directorate of Public Instruction and the Directorate of Higher Education. The Government Order states: "The Government after mature consideration and consultation have decided to bifurcate the present Directorate of Public Instruction by constituting a separate DHE to look-after Collegiate Education and also the directorate of Public Libraries".

All along the line, a distinct division of functions was made. Under the direct control of the DHE were placed the Colleges of Arts and Science, Physical Education, Oriental and Training Colleges. Besides these, the other subjects which came under the sway of the DHE were related to the post-matriculation scholarships, the State Institute of Education, the Science Education Unit, the Evaluation Unit, and the Bureau of Educational and Vocational Guidance. Subsequently, the last four units were constituted into one single body called the State Council for Educational Research and Training (SCERT) which came to be established as an academic wing of the Directorate.

As a result of this bifurcation, the posts of a Deputy Director, Elementary Education, and of two Assistant Directors of Public Instruction were transferred to the DHE. In order to create a post of an Accounts Officer in the DHE., it is said that the post of the Secretary, State Text Book Committee, was surrendered to that Office.

According to the report of the Department of Higher Education 1966-67, the functions of the DHE were specifically mentioned as:

1. Management and Administration of Government Colleges and State Institutes.

2. Sanction of grant-in-aid to affiliated Private Colleges and also auditing of the Accounts of Aided Colleges under this department.
3. Sanction of Scholarships of all types sponsored by the Government of India and the State Government.

Besides, the Director of Higher Education was also made an ex-officio member of the Syndicate and other bodies of all the Universities in the State.

Reorganisation at the District Level:

Following the G.O.Ms.No. 1630, dated 10.6.1965, changes were brought about at the district level. The change was necessitated owing to overwhelming administrative functions which hardly allowed effective academic inspection, and follow-up programme for improving the standards of schools. Separate positions for inspection and for administration were created with a view to toning up the academic standards in Secondary and Training Schools.

In order to conform to the jurisdiction of Blocks and Revenue Districts for purposes of Planning and Development, the Government approved a new proposal for reorganisation. Under this

scheme of reorganisation, the posts and offices of the five Regional Deputy Directors of Public Instruction were abolished. There were also to be no offices of the Deputy Directresses of Public Instruction and the Inspectresses of Girls' Schools.

The posts of the District Educational Officers were upgraded to the status of Deputy Director of Public Instruction and the DEOs were made responsible for all educational matters pertaining to their respective districts. The educational district was synchronised with the revenue district. Consequently, the number of DEOs now became 22, including the one who was to be exclusively in charge of educational matters in the twin cities, besides the one in charge of Hyderabad district.

In order to facilitate the task of inspection of Secondary and Training Schools in the Revenue Districts, posts of the Gazetted Inspectors (GI) of Schools were created. Each GI was to inspect 40 to 50 schools. It was also provided that at least one GI in each district must necessarily be a woman officer. The proposal of the DPI (Lr.Pc.No. 450-K4064, dated 29.10.1964) for the reorganisation which was accepted by the Government of Andhra Pradesh, pointed out that by virtue of this reorganisation there will be five main advantages:

- (i) Elimination of administrative delays to a large extent;
- (ii) Organised and uninterrupted inspection of Secondary and Training Schools and follow-up programmes to tone up academic standards;
- (iii) Disposal of all administration matters (except matters of Policy and Procedural changes) pertaining to elementary, secondary and training schools at the district level;
- (iv) Collection of correct statistical data required for purposes of planning, etc. according to the time schedule;
- (v) To provide facility for correct budgeting and appropriation of expenditure.

Reorganisation at the Block Level:

In accordance with the G.O. Ms.No. 1600, dated 5.6.1965, changes were also brought about at the block level. At each block headquarters, offices of the Deputy Inspectors were opened. The DIs were made accountable to the DEOs directly, and were to be completely independent of the Panchayat Samithis. The G.O. also says that the DIs are to

look after the inspection work exclusively and no administrative work is to be entrusted to them. They were to be assisted by the Junior Deputy Inspectors.

Further, for each Samithi there would be an Extension Officer (Edn.) of the B.Ed. cadre. - Though the EOs were to be recruited by the Education Department, yet, they were put under the Administrative Control of the Local authorities. The EO was expected to establish rapport with the local masses and create among them a sense of awareness to impart education to their children. He was also to see what improvements he could suggest in the schools in order to facilitate their progress. Please see Exhibit 4 for the Organisation Chart in 1965.

Changes in 1967:

But only two years later, in 1967, the position at the headquarters was reversed.

Following the G.O. Ms. No.860, dated 4.10.1967, the DPI and the DHE were amalgamated. The merger order issued by the Government clearly mentioned that the "bifurcation did not work". However, it did not specify the exact nature of problems which arose due to bifurcation. Another change that was made in 1967 was to amalgamate the four units - the State Institute of Education,

State Evaluation Unit, State Science Education Unit, and the State Bureau of Educational and Vocational guidance into a single body called the State Council for Educational Research and Training (SCERT). It was envisaged that this body should act as the academic wing of the Education Directorate. (See Exhibit 5 for the organisation structure in 1967).

Changes in 1971:

This situation existed in more or less the same form until 1971, when a few significant changes occurred. First of all, there was a partial bifurcation of the DPI which was more 'functional' in nature, rather than an 'organic' separation. Correspondingly, therefore, a new arrangement was made in the Education Secretariat itself. Under the new system, a post for the Educational Adviser was created in the Secretariat. An Officer of the IAS rank took over as the Educational Adviser and DHE\_cum\_Ex-officio Education Secretary - G.O.No. 2554, GAD (Spl.) dated 21.12.1971.

This change was also necessitated, because, a two-year Intermediate Course was introduced and this aspect of higher education had to be given greater attention to. Therefore, all functions of the DPI concerning higher education in the State, including the junior colleges were now entrusted with the Educational Adviser, who



was designated as the DHE.

The Educational Adviser performed the functions of the Secretary of Education in matters relating to Higher education although there was a fullfledged Education Secretary. This type of administrative set-up was devised to facilitate expeditious disposal of matters, and also to provide a channel for effective co-ordination between the Secretariat and the Directorate.

Also in 1971, by virtue of a legislative act, the Andhra Pradesh Board of Intermediate Education was created. Exhibit 6 gives the brief organisation structure as of 1971.

However, in 1973-74, the old set-up in the DPI was restored, and the post of the Educational Adviser was abolished. Administratively, therefore, the Education Secretary and the DPI were to be entirely responsible for the work to be performed in their respective spheres.

Besides, in 1971, the government, following the non-detention policy, created a new role for the SCERT i.e. for training the teachers in new academic plans, which is popularly known as State-wide academic programme. Although the structure of the SCERT remained unchanged, its activity patterns changed considerably.

### The Position in 1975:

In 1975, the DPI was bifurcated into the DHE and the DSE.

A post of an additional Director for Primary Education was also created. This bifurcation seem to have been made due to tremendous expansion of primary, secondary and higher education. In order to streamline the administration at these levels, an organic division of the DPI into DSE and DHE was felt necessary.

While the organisational structure at the District and the Block level that was devised in 1965, continues. Exhibit 7 gives the brief organisation chart as of 1975.

### ANALYSIS AND ISSUES

Before the creation of the State of Andhra Pradesh, as stated above, there were two patterns of education administration in the two erstwhile States. One striking difference between these two regions was that the number of Schools under the management of Private and Municipal Bodies was more in the Andhra Region than in Nizam's Dominion. In the Nizam's Dominion,

the management of the educational institutions was under the direct control of the DPI and most of the institutions were concentrated in the urban areas. In 1956, when the State of Andhra Pradesh came into being, the immediate task was to bring an element of uniformity in these two regions and to put both of them under the control of one management, that is, the Education Department. Though in most aspects, the uniformity has been achieved, in some respects the two regions continue to differ. For example, in the urban areas of the Andhra Region, many schools are run by the municipal bodies. This is not so in the Telangana Region.

After the initial consolidation in 1956, the organisation structure of the State Education system has been undergoing changes every few years between 1956/1975. These changes have already been described above in the chronological order. In order to understand these changes, it will be useful to understand the context in which these changes were made.

During these two decades, the State education system has witnessed a phenomenal growth. There has been a tremendous expansion in the number of educational institutions, teachers and schools. The following table provides these figures.

Year	Number of Primary Schools*	Number of High Schools	Junior Colleges	Degree Colleges
1956-'57	29405	733		
1966-'67	39690	2849		
1974-'75	40597	3276	264	200

\* These figures include both, the primary and upper-primary schools. For detailed rate of growth, please see Exhibits 8 to 16.

Besides the growth in numbers, many new types of institutions came into being. For example, Junior Colleges were started in 1969. Also, new activities and schemes were undertaken. Research and Development was strengthened through the creation of SCERT, more emphasis was placed on extension work through schemes like Mid-day meals, non-formal education etc.

Finally, in order to translate the concept of democratic decentralisation into practice, the era of Local Self Government ushered in 1959, and by 1961/62 the management of a number of Primary and Secondary Schools was transferred to Local bodies.

The response of the Education department to these new developments was two-fold. On the one hand it attempted to sharpen and redefine its role in the field of education. On the other it experimented with different types of internal structures in order to fulfil its primary tasks.

The administration of primary and secondary schools were entrusted to the local bodies which the tasks of academic inspection and examination were retained by the Education Department. This incidentally implied that in case of school education the government's responsibility was mainly for the academic matters, whereas it had nothing to do with the academic matters of the Higher Education. The academic aspects of higher education were entrusted to the Universities. It may be useful to examine some of the assumptions on which these different roles for school education and higher education are based. One assumption could be that, whereas the management of universities is in the hands of professionals who have experience in the field of education, this is not so in case of the local bodies. The local bodies do not have the specialist expertise needed for academic management. However, another assumption could be that a certain amount of uniformity had to be maintained in academic matters of school education throughout the State. Therefore, there had to be centralisation on educational policy - standard, curriculum and examination.

The changes in the role of Education Department also came through establishment of autonomous and semi-autonomous bodies. Specialised bodies like Board of Intermediate Education, A.P. Residential School Society, etc. were created to look after certain specialised functions and hence enabling the department to concentrate on others.

Many of the changes in the internal structure of the department were related to the differentiated role of government vis-a-vis school and higher education. Hence it was to be expected that the two could not exist under the same umbrella for a very long time. Consequently, the department experimented with the idea of bifurcating the two. The first bifurcation took place in 1965, but in 1967 the department went back to its earlier position. Again in 1971 a partial bifurcation was attempted which was later on abolished. Finally, in 1975 the directorates of Higher Education and School Education were bifurcated and also a separate post of an Additional Director for Primary Education was created. We are not too sure as to why the policies were changed so frequently. One explanation could be that, the immediate requirements of the situation necessitated certain compromises.

The other trend in the structural changes effected during the past two decades is that of greater decentralisation and more decision making powers at lower levels. This was perhaps directly related to the tremendous increase in numbers. We are told that prior to 1965, the organisational set up had become quite unwieldy. There were many administrative delays and files had to pass through several levels before they could reach a terminating point. Thus, in 1965, in order to reduce these problems, sweeping changes were brought about. It was envisaged that with these changes most of the routine matters would terminate

at the District level. However, with the further expansion after 1965, today the situation is quite close to what might have been prior to 1965. Administrative delays continue to exist and most matters handled at the District level do not terminate there. Many of them have to be referred to the State Level Administrators.

Thus, over the years it seems that the Education Department has been struggling with two main issues:

- (1) What should be its role in different spheres of education, and
- (2) How to evolve an organisation structure which will facilitate in performing the immediate task and also help the department in coping with growth.

Our understanding is that both of these continue to be live issues and have to be dealt with effectively.

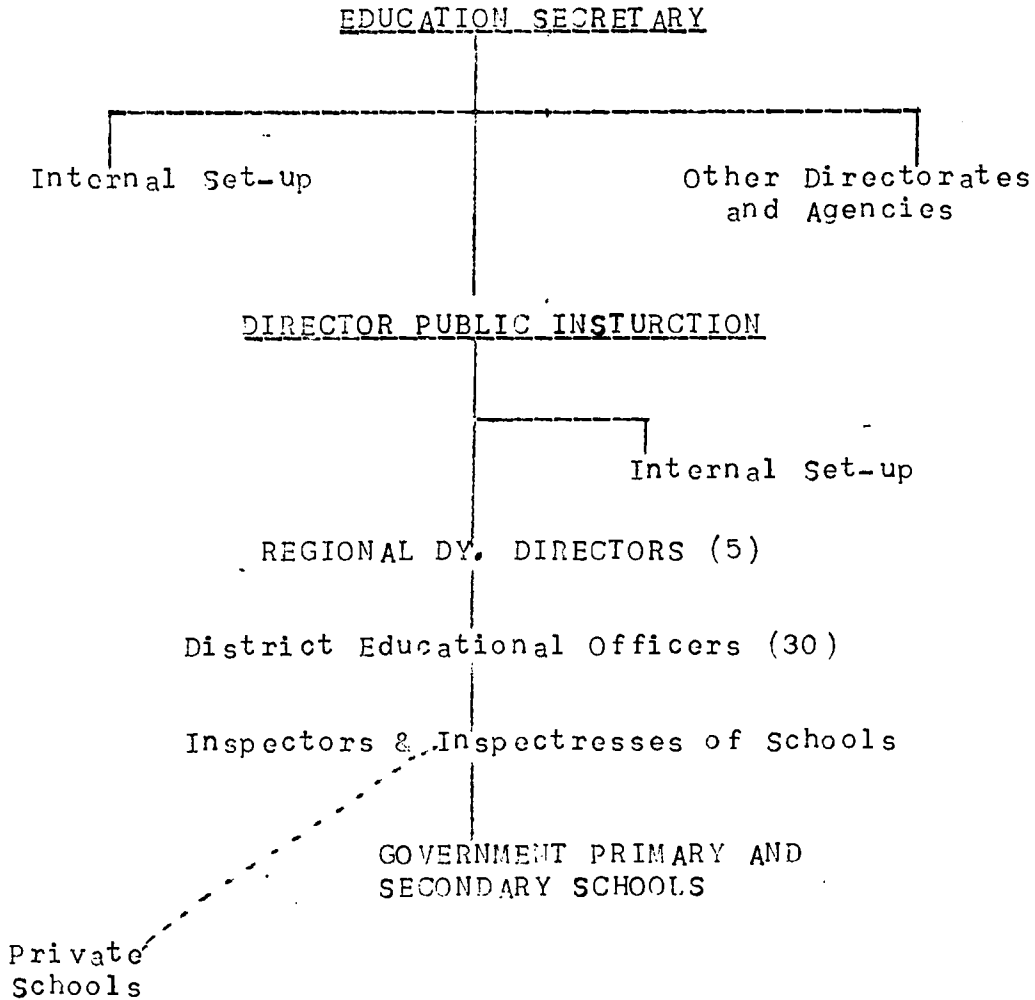
EXHIBIT - 3ORGANISATION STRUCTURE IN 1956



EXHIBIT - 4

ORGANISATION STRUCTURE IN 1965

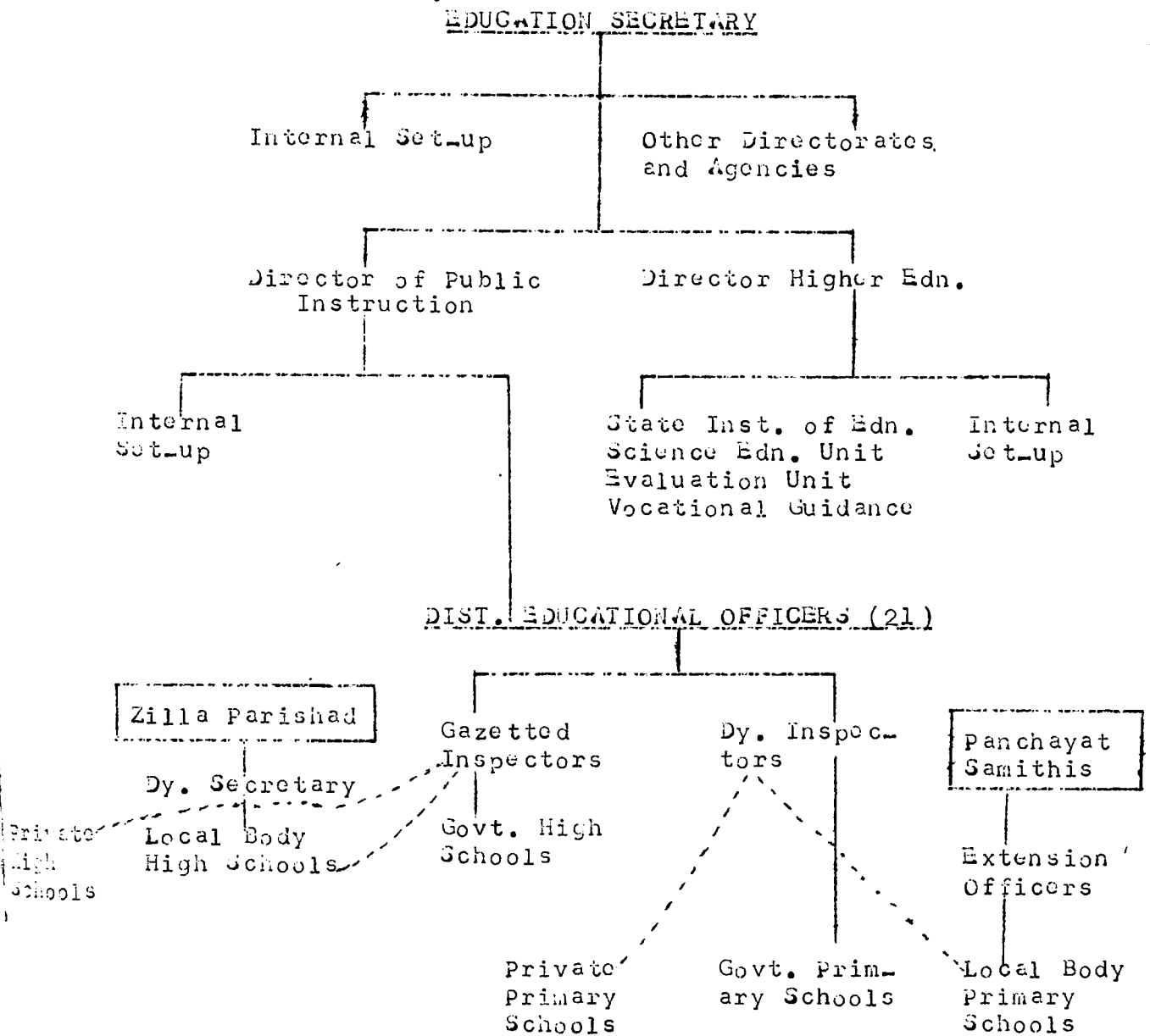
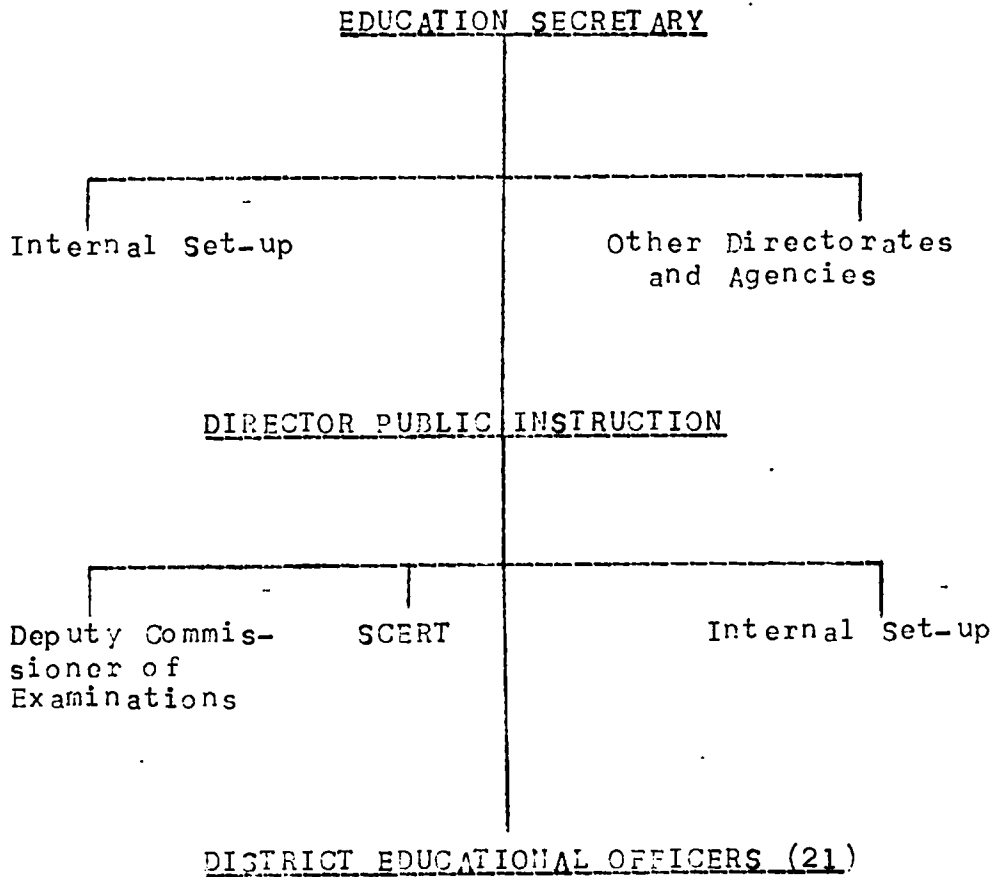


EXHIBIT - 5

ORGANISATION STRUCTURE IN 1967



Same as in 1965

EXHIBIT - 6

ORGANISATION STRUCTURE IN 1971

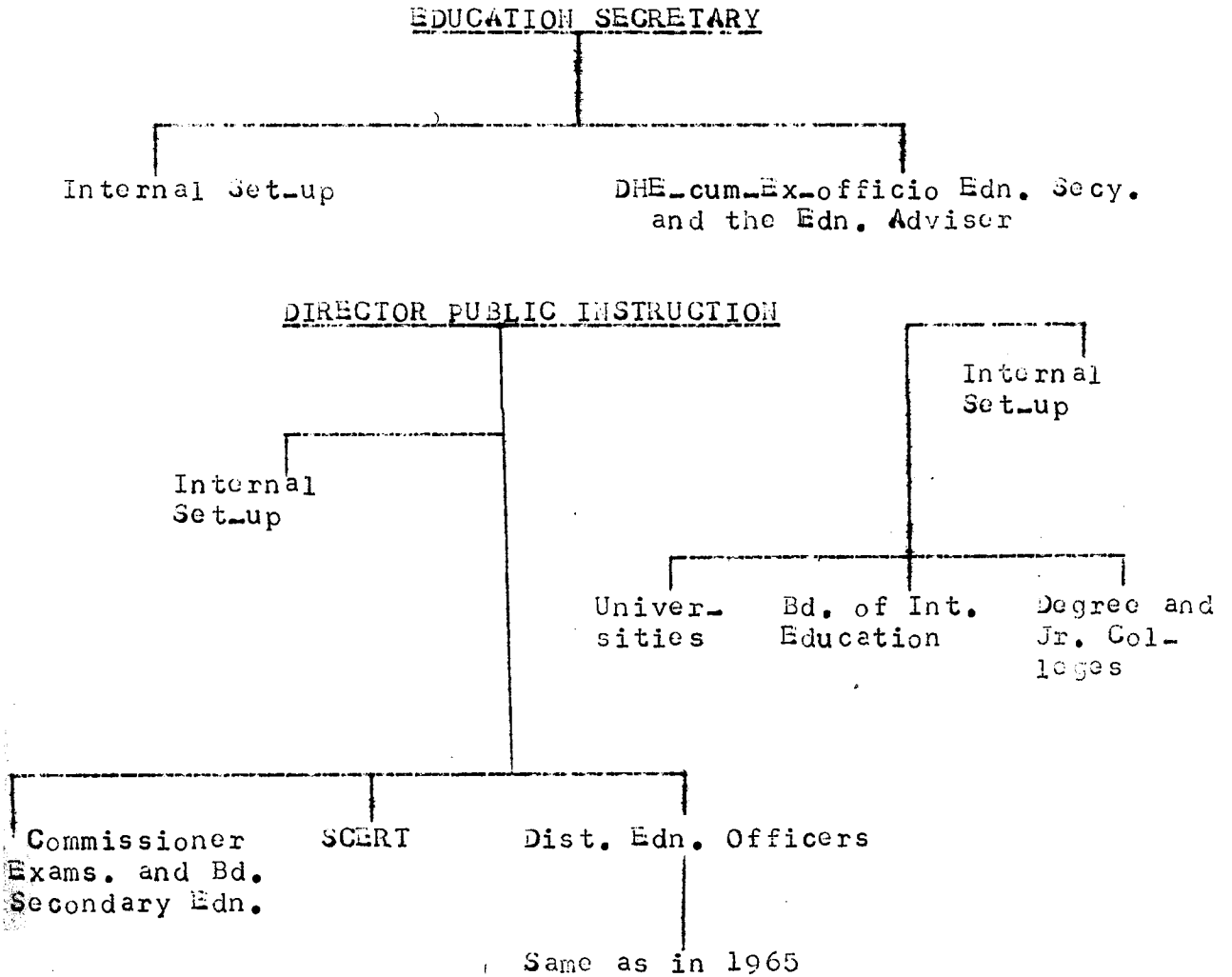
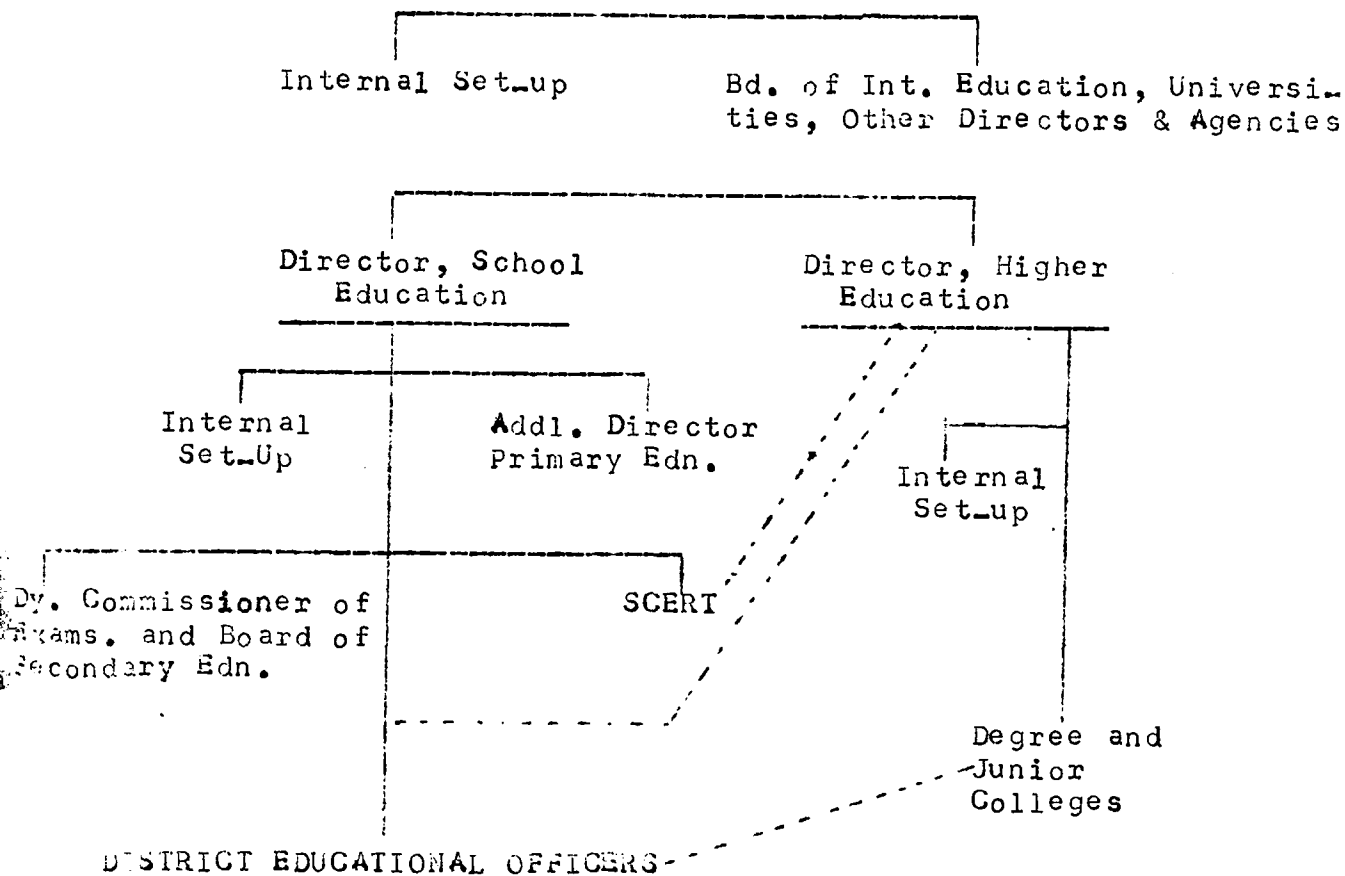


EXHIBIT - 7

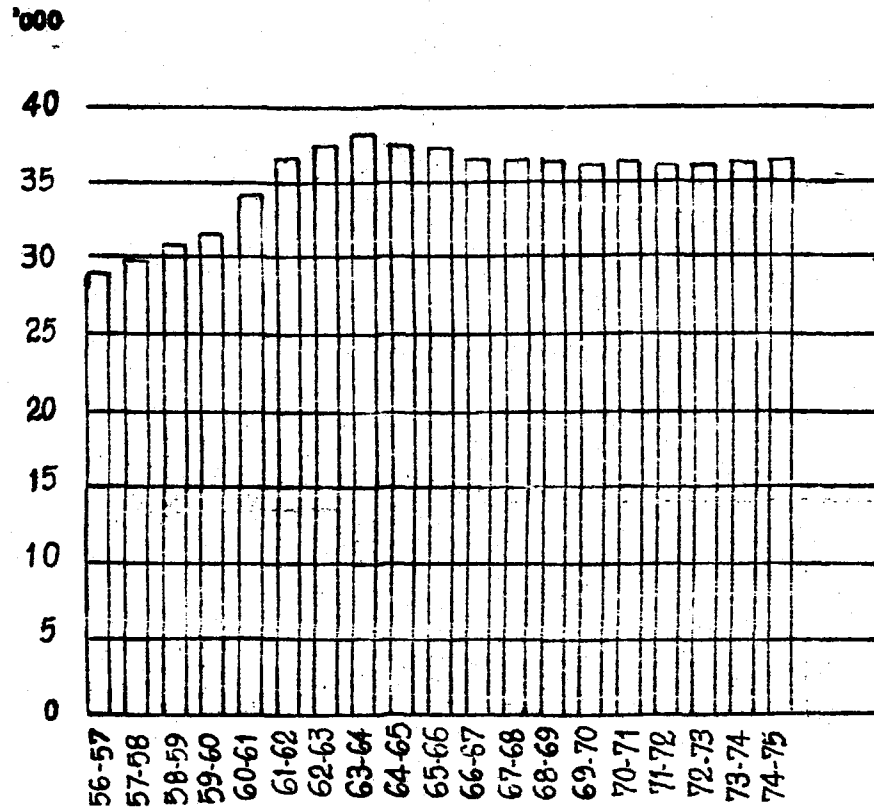
ORGANISATION STRUCTURE IN 1975

EDUCATION SECRETARY



Same as in 1965

8. Number of Primary Schools in Andhra Pradesh,  
1956 - 75.

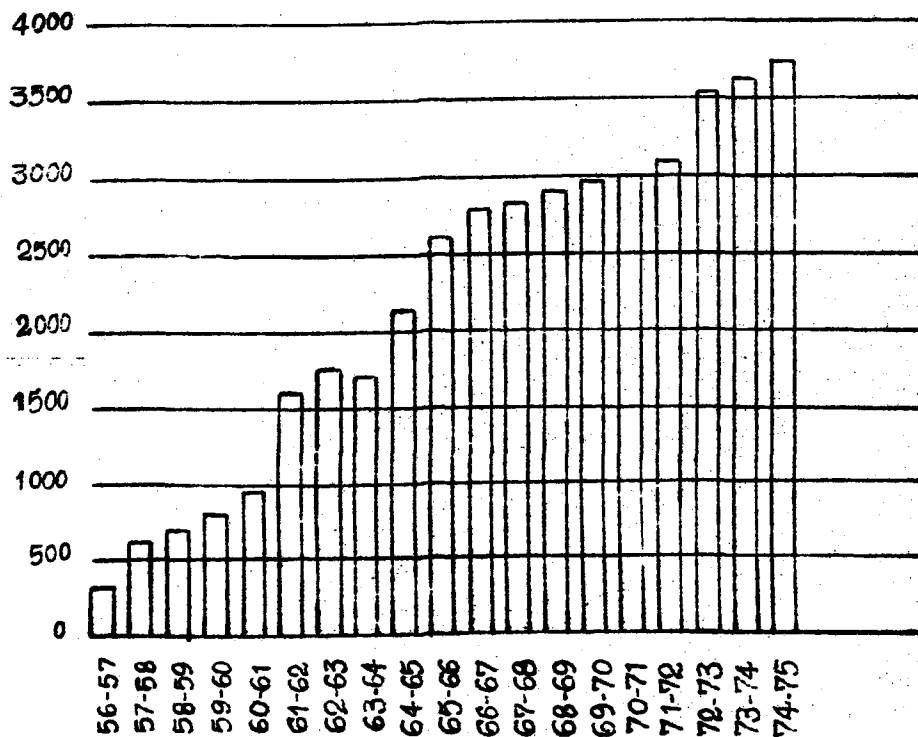


8(a) GROWTH IN NUMBER OF PRIMARY SCHOOLS  
IN THE STATE - 1956 - 1975

Y E A R	S C H O O L S	G R O W T H - R A T E	
		Over 56-57	From Previous year.
1956-57	29,076	100.00	00.00
1957-58	29,795	102.20	2.20
1958-59	31,125	106.76	4.56
1959-60	32,556	111.67	4.91
1960-61	34,523	118.41	6.74
1961-62	36,690	125.85	7.44
1962-63	37,566	128.85	3.00
1963-64	38,053	130.52	1.67
1964-65	37,543	128.77	-1.75
1965-66	37,329	128.04	-0.73
1966-67	36,906	126.59	2.45
1967-68	36,908	126.60	0.01
1968-69	36,876	126.49	-0.11
1969-70	36,868	126.46	-0.03
1970-71	37,349	128.11	1.65
1971-72	36,855	126.41	-1.70
1972-73	36,772	126.13	-0.28
1973-74	36,984	126.83	0.70
1974-75	36,895		

Source: Directorate of Public Instruction.

9. Number of Upper Primary Schools in  
Andhra Pradesh, 1956 -75.



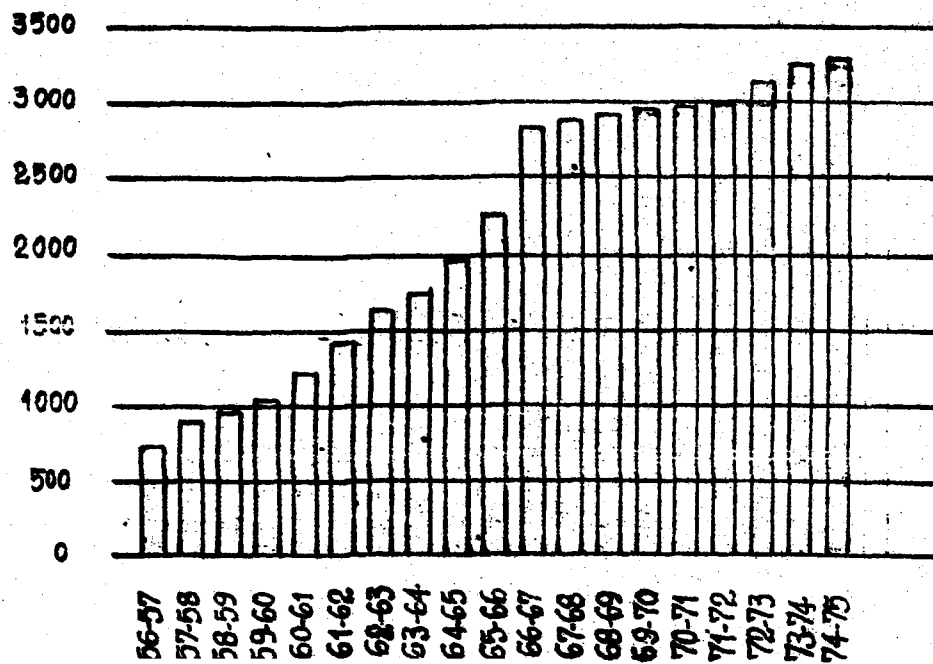
9(a) GROWTH IN NUMBER OF UPPER PRIMARY SCHOOLS  
IN THE STATE: 1956 - 1975

Y E A R	S C H O O L S	G R O W T H R A T E	
		Over 1956-57	From Previous year
1956-57	329	100.00	00.00
1957-58	629	191.18	91.18
1958-59	714	217.02	25.84
1959-60	817	248.33	31.31
1960-61	983	298.78	50.45
1961-62	1,627	494.53	185.75
1962-63	1,752	532.52	37.99
1963-64	1,690	513.68	-18.84
1964-65	2,175	661.09	147.41
1965-66	2,578	783.59	122.50
1966-67	2,784	846.20	62.61
1967-68	2,831	860.49	14.29
1968-69	2,915	886.20	25.71
1969-70	2,992	909.42	23.22
1970-71	3,000	911.85	2.43
1971-72	3,191	969.91	58.06
1972-73	3,533	1073.86	103.95
1973-74	3,662	1113.07	39.21
1974-75	3,762		

Source: Directorate of Public Instruction.



10. Number of High Schools in ANDHRA PRADESH  
1956 - 75.

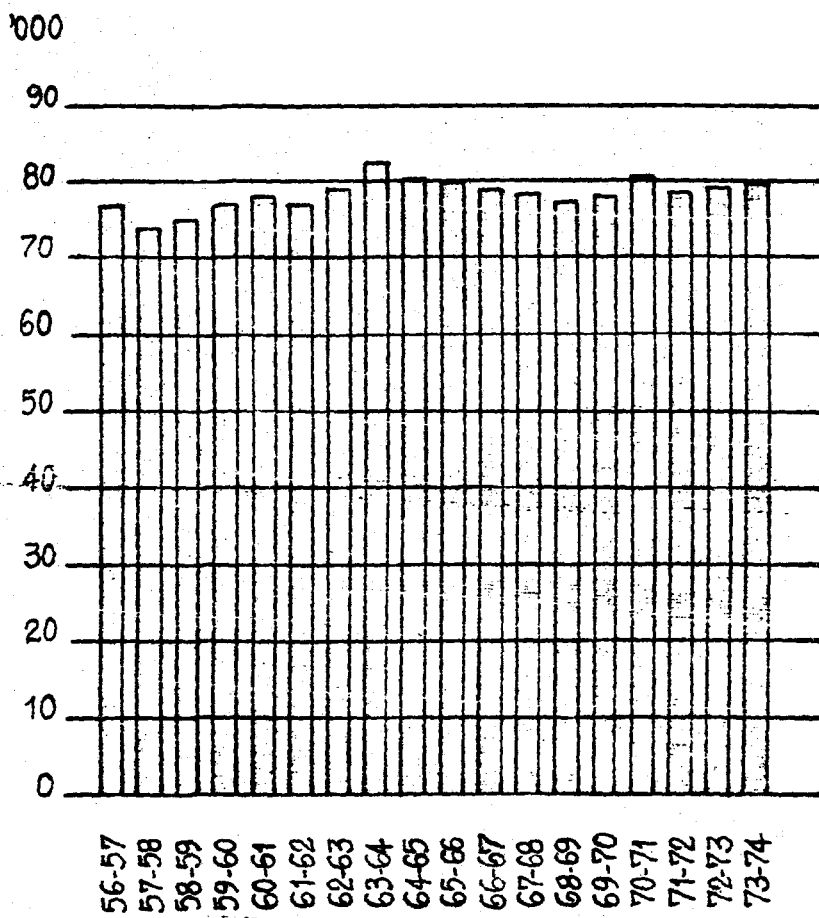


10(a) GROWTH IN NUMBER OF HIGH SCHOOLS  
IN THE STATE - 1956-75

Y E A R	S C H O O L	G R O W T H - R A T E	
		Over 1956-57	From Previous year
1956-57	733	100.00	00.00
1957-58	899	122.65	22.65
1958-59	992	135.33	12.68
1959-60	1,032	147.61	12.28
1960-61	1,224	166.98	19.37
1961-62	1,435	195.77	28.75
1962-63	1,656	225.92	30.15
1963-64	1,754	239.29	13.37
1964-65	1,989	271.35	32.06
1965-66	2,297	313.37	42.02
1966-67	2,849	388.68	75.31
1967-68	2,901	395.77	7.09
1968-69	2,929	399.59	3.82
1969-70	2,877	392.50	-7.09
1970-71	2,994	408.40	15.90
1971-72	3,007	410.23	1.83
1972-73	3,164	431.65	21.42
1973-74	3,259	444.61	12.96
1974-75	3,276		

Source: Directorate of Public Instruction.

11. Number of Teachers in Primary Schools, Andhra Pradesh, 1956-73.

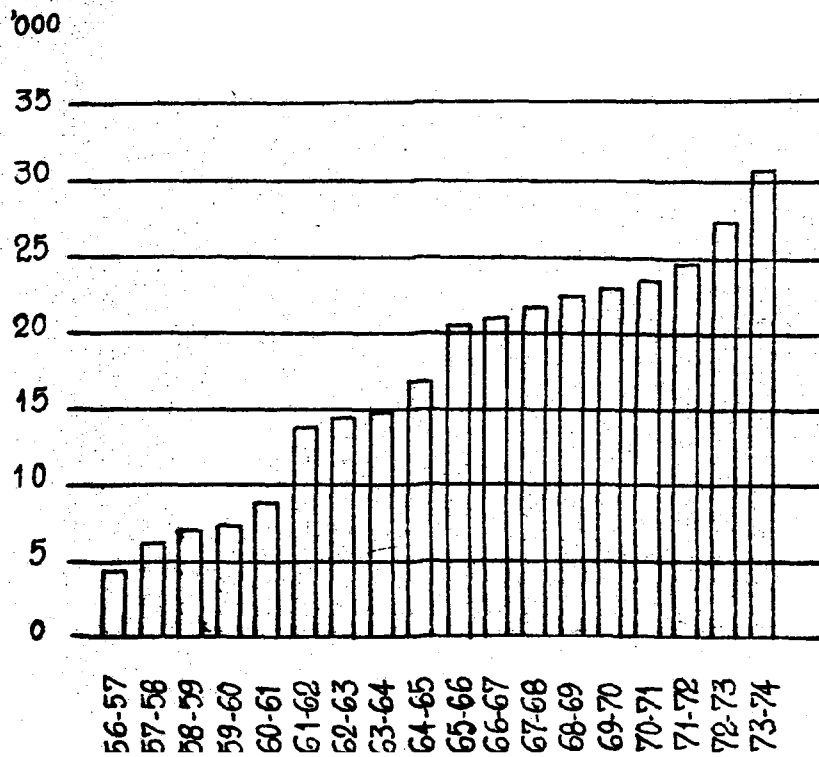


11(a) GROWTH IN NUMBER OF PRIMARY SCHOOLS TEACHERS  
1956 - 1974

Y E A R	P R I M A R Y	R A T E O F G R O W T H	
		Over 1956-57	From Previous year
1956-57	77,065	100.00	00.00
1957-58	74,232	96.32	-3.68
1958-59	75,658	98.17	1.85
1959-60	77,246	100.23	2.06
1960-61	78,521	101.89	1.66
1961-62	77,002	99.92	-1.97
1962-63	79,330	102.94	3.02
1963-64	82,870	107.53	4.59
1964-65	80,538	104.51	-3.02
1965-66	79,923	103.71	-0.80
1966-67	78,264	101.56	-2.15
1967-68	77,779	100.93	-0.63
1968-69	77,738	100.87	-0.96
1969-70	78,017	101.24	0.37
1970-71	80,933	105.02	3.78
1971-72	77,851	101.02	-4.00
1972-73	79,067	102.58	1.56
1973-74	79,676	103.39	0.81

Source: Directorate of Public Instruction.

12. Number of Teachers in Upper-Primary Schools, Andhra Pradesh, 1956 - 75.

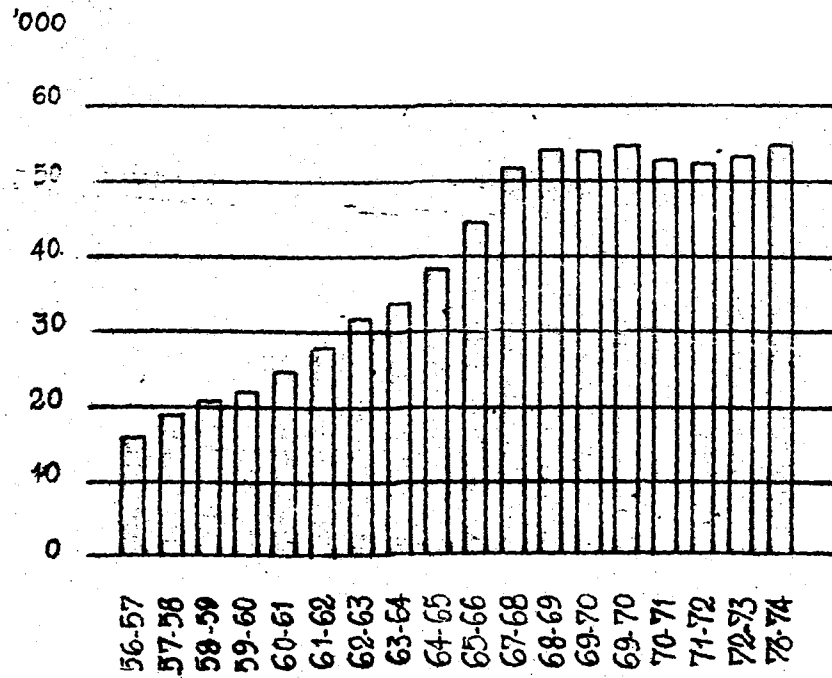


12(a) GROWTH IN NUMBER OF UPPER PRIMARY SCHOOL TEACHER  
1956 - 1974

Y E A R	UPPER PRIMARY	R A T E O F G R O W T H	
		Over 1956-57	From Previous year.
1956-57	4,421	100.00	00.00
1957-58	6,251	141.39	41.39
1958-59	7,085	160.26	18.87
1959-60	7,737	175.01	14.75
1960-61	8,717	197.17	22.16
1961-62	14,060	318.03	120.86
1962-63	14,706	332.64	14.61
1963-64	14,930	337.71	5.07
1964-65	16,938	383.13	45.42
1965-66	20,209	457.11	73.98
1966-67	21,050	476.36	19.25
1967-68	22,116	500.25	23.89
1968-69	22,576	510.56	10.31
1969-70	23,137	523.35	12.79
1970-71	23,761	537.46	14.11
1971-72	24,833	561.71	24.25
1972-73	27,440	620.67	58.96
1973-74	30,671	693.76	73.09

Source: Directorate of Public Instruction.

13. Number of Teachers in High Schools,  
Andhra Pradesh, 1956 - 75



13(a) GROWTH IN NUMBER OF HIGHSCHOOL TEACHERS  
1956 - 1974

Y E A R	HIGH SCHOOLS	R A T E O F G R O W T H	
		Over 1956-57	From Previous year
1956-57	16,166	100.00	00.00
1957-58	19,128	118.32	18.32
1958-59	20,522	126.95	8.63
1959-60	22,193	137.28	10.33
1960-61	24,937	154.26	16.98
1961-62	28,296	175.03	20.77
1962-63	32,042	198.21	23.18
1963-64	34,202	211.57	13.36
1964-65	38,849	240.31	28.74
1965-66	44,823	277.27	36.96
1966-67	52,019	321.78	44.51
1967-68	54,302	335.90	14.12
1968-69	54,231	323.09	-12.81
1969-70	54,816	332.90	9.81
1970-71	52,791	326.56	-6.34
1971-72	52,432	324.34	-2.22
1972-73	53,626	331.72	7.38
1973-74	54,809	339.04	7.32

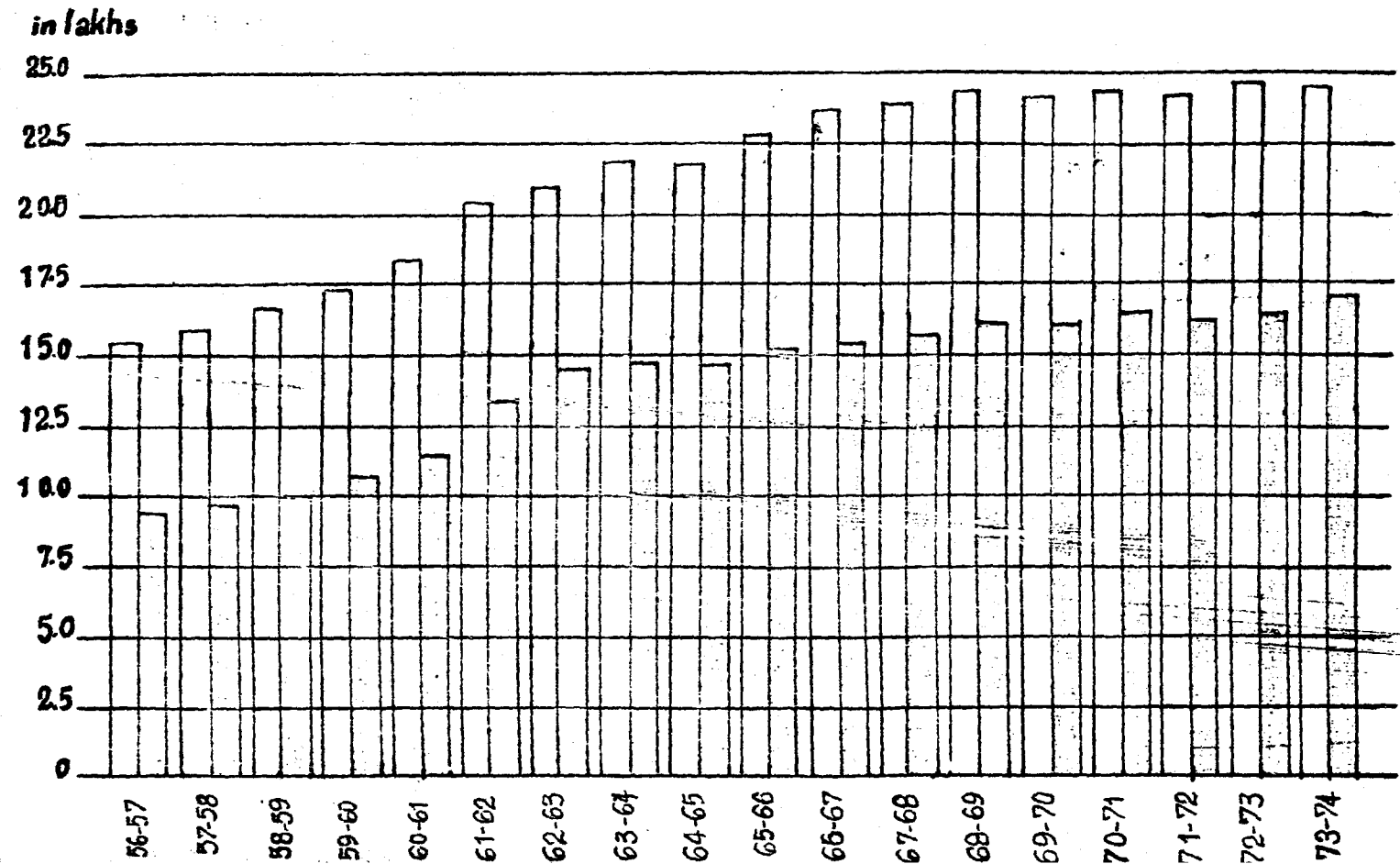
Source: Directorate of Public Instruction.



# 14. Enrolment in Classes I - V in Andhra Pradesh, 1956 - 74

□ Boys

■ Girls



14(a) GROWTH IN ENROLMENT - CLASSES I - V, 1956-74

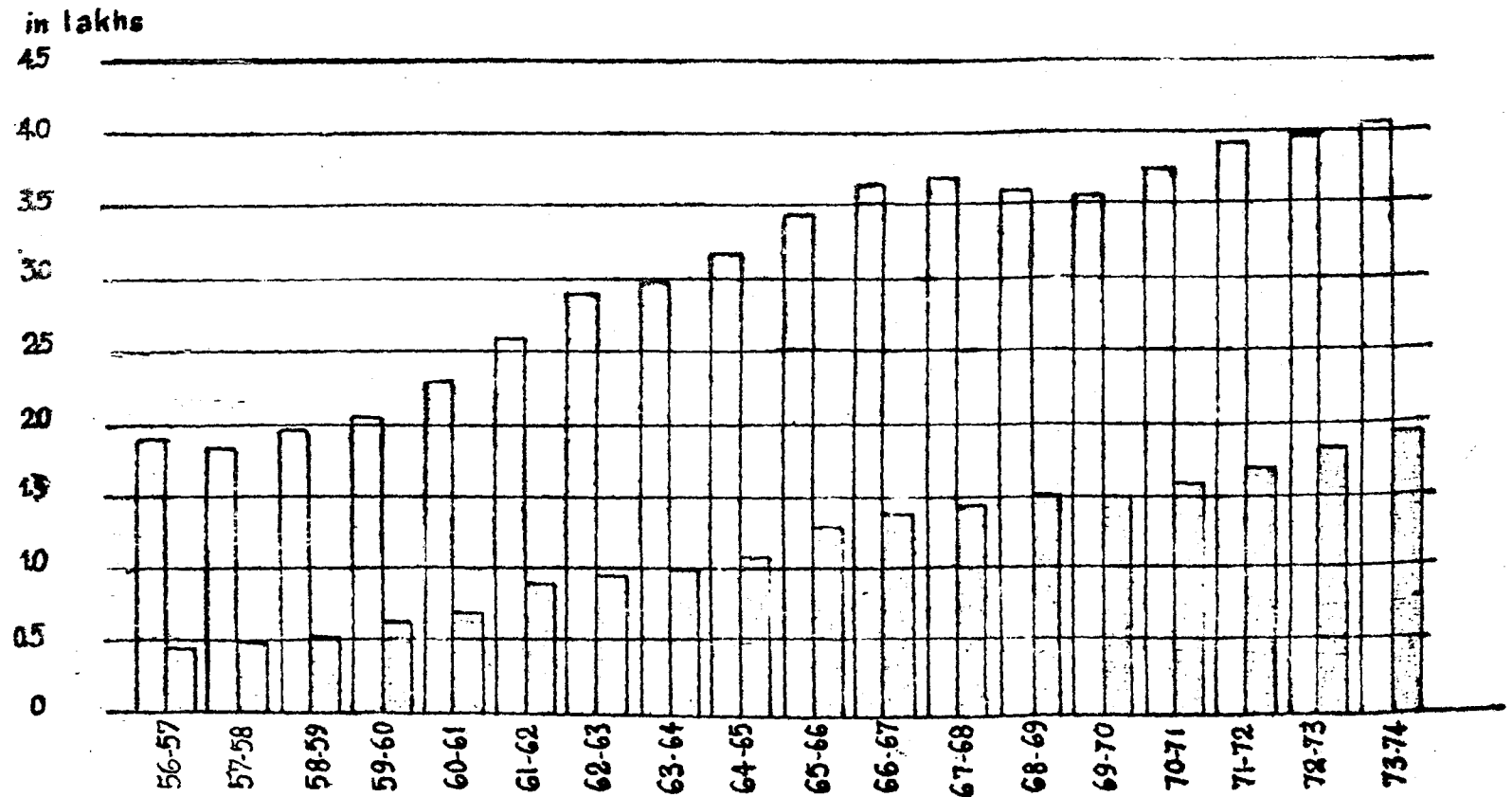
Year	Boys	Growth Rate		Girls	Growth Rate		TOTAL	Growth Rate	
		Over 56/57	From previous Year		Over 56/57	From previous Year		Over 56/57	From previous Year
1956-57	15,44,039	100.00	00.00	9,10,015	100.00	00.00	24,54,054	100.00	00.00
1957-58	16,00,220	103.64	3.64	9,66,580	106.22	6.22	25,66,800	104.39	4.59
1958-59	16,58,245	107.40	3.76	10,00,831	109.98	3.76	26,59,076	109.35	3.76
1959-60	17,43,486	112.91	5.51	10,62,965	116.81	6.83	28,06,451	114.36	6.01
1960-61	18,40,664	119.21	6.30	11,35,391	124.77	7.96	29,76,055	121.27	6.91
1961-62	20,40,347	132.14	12.93	13,61,381	149.60	24.83	34,01,728	139.62	17.35
1962-63	20,97,574	135.84	3.70	14,20,792	156.13	6.53	35,18,366	143.37	4.75
1963-64	21,42,653	138.45	3.61	14,61,713	160.63	-4.50	36,04,366	146.27	-3.50
1964-65	21,41,756	138.71	0.26	14,54,317	159.87	-0.76	35,96,073	146.56	-0.31
1965-66	22,45,983	145.46	6.75	15,23,191	167.35	7.51	37,69,174	153.52	7.03
1966-67	23,05,969	149.35	3.89	15,53,425	170.70	3.32	38,59,394	157.27	3.69
1967-68	23,18,275	150.14	0.79	15,72,903	172.84	2.14	38,91,178	159.57	1.30
1968-69	23,45,243	151.89	-1.75	15,89,447	174.66	-1.82	39,34,690	160.34	-1.77
1969-70	23,31,634	151.00	-0.89	15,72,320	172.78	-1.88	39,03,954	159.02	-1.26
1970-71	23,69,568	153.47	-2.47	16,03,656	176.73	-4.00	39,73,224	162.10	-3.02
1971-72	23,17,826	150.11	-3.36	15,52,940	171.31	-3.47	38,70,766	157.07	-4.13
1972-73	24,18,058	156.61	-6.50	15,87,620	174.46	3.15	40,05,678	163.23	3.26
1973-74	23,91,050	154.86	-1.73	16,39,032	180.11	5.65	40,30,082	164.22	0.00

Source : Directorate of public Instruction.

### 15. Enrolment in Classes VI - VII in Andhra Pradesh, 1956-74.

□ Boys

■ Girls



15(a) Growth in Enrolment, Classes VI - VII, 1956-74

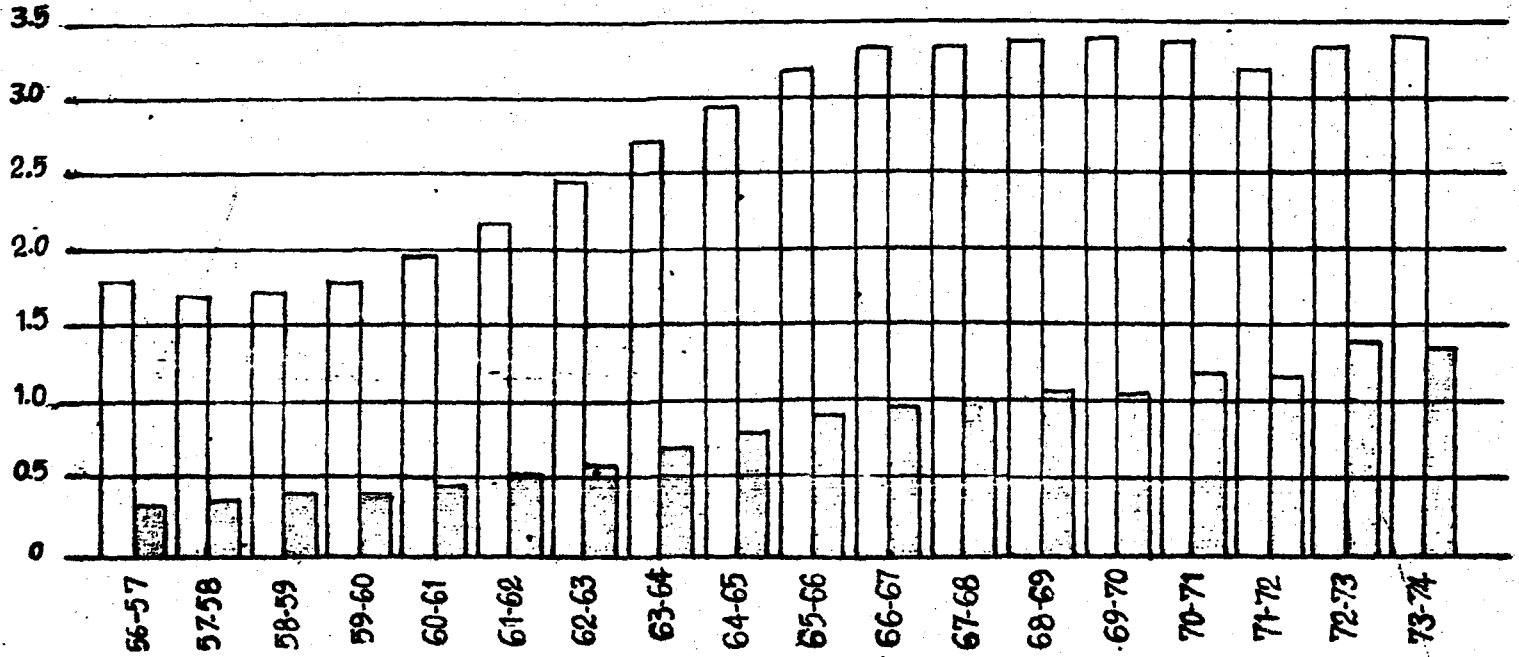
Y E A R	Boys	Growth Rate		Girls	Growth Rate		Total	Growth Rate	
		Over 1956-57	From Previous Year		Over 1956-57	From Previous Year		Over 1956-57	From Previous Year
1956-57	1,84,961	100.00	00.00	48,325	100.00	00.00	2,33,286	100.00	00.00
1957-58	1,83,738	99.34	-0.66	49,813	103.08	3.08	2,33,551	100.00	00.00
1958-59	1,90,907	103.21	3.87	53,531	110.77	6.69	2,44,438	104.78	4.78
1959-60	2,07,481	112.18	8.97	61,752	127.78	17.01	2,69,233	115.41	10.63
1960-61	2,30,735	124.75	11.57	70,182	145.23	17.45	3,00,917	128.99	13.58
1961-62	2,60,003	140.57	15.82	81,375	168.39	23.16	3,41,408	146.35	17.36
1962-63	2,83,056	153.04	12.47	92,089	190.56	22.17	3,75,145	160.91	14.46
1963-64	2,96,531	160.32	7.28	1,00,501	207.97	17.41	3,97,032	170.19	9.38
1964-65	3,18,201	172.04	11.72	1,13,092	234.02	26.05	4,31,293	184.88	14.69
1965-66	3,45,844	186.98	14.94	1,31,577	272.28	38.26	4,77,421	204.65	19.77
1966-67	3,64,998	197.34	10.36	1,37,643	284.83	12.55	5,02,641	215.46	10.81
1967-68	3,70,497	200.31	2.97	1,44,788	299.61	14.78	5,15,285	220.88	5.42
1968-69	3,68,487	199.22	-1.09	1,53,197	317.01	17.40	5,21,684	223.62	2.74
1969-70	5,58,535	193.84	-5.38	1,50,144	310.67	-7.66	5,08,679	218.05	-5.57
1970-71	3,75,764	203.16	0.32	1,62,146	335.53	24.86	5,37,910	230.58	12.58
1971-72	3,87,311	209.40	5.24	1,72,661	357.29	21.76	5,59,772	239.95	9.37
1972-73	3,93,142	212.55	3.15	1,85,904	384.70	27.41	5,79,904	248.58	8.63
1973-74	4,12,345	222.94	10.39	1,96,572	406.77	22.07	6,08,917	261.02	12.44

Source: Directorate of Public Instruction.

### 16. Enrolment in Classes VIII - X in Andhra Pradesh, 1956 - 74

□ Boys  
■ Girls

in lakhs



16(a) GROWTH IN ENROLMENT - CLASSES VIII - X, 1956-74

Year	Boys	Growth Rate		Girls	Growth Rate		TOTAL	Growth Rate	
		Over 56/57	From previous Year		Over 56/57	From previous Year		Over 56/57	From previous Year
1956-57	1,77,064	100.00	00.00	32,394	100.00	00.00	2,09,958	100.00	00.00
1957-58	1,70,862	96.50	-3.50	34,784	105.75	5.75	2,05,646	97.95	-2.05
1958-59	1,73,932	98.23	1.73	37,094	112.77	7.02	2,11,026	100.51	2.56
1959-60	1,81,854	102.71	4.48	39,594	120.37	7.60	2,21,448	105.472	4.96
1960-61	1,98,539	112.13	9.42	44,989	136.77	16.40	2,43,528	115.99	10.52
1961-62	2,21,634	125.17	13.04	52,980	161.06	25.29	2,74,614	130.77	14.80
1962-63	2,48,921	140.58	15.41	61,641	187.39	26.33	3,10,562	147.72	17.13
1963-64	2,74,323	154.93	14.35	71,304	216.77	30.16	3,45,627	164.62	16.70
1964-65	2,92,885	165.41	10.48	82,204	249.93	33.16	3,75,089	177.65	14.03
1965-66	3,18,236	179.73	14.32	93,569	284.46	34.53	4,11,805	196.14	17.40
1966-67	3,28,195	185.35	-5.62	97,245	295.63	11.17	4,25,440	202.63	6.40
1967-68	3,28,001	185.24	-0.11	1,00,176	304.54	8.91	4,28,177	203.73	1.30
1968-69	3,34,371	188.84	3.60	1,07,522	326.87	22.33	4,41,893	210.47	6.54
1969-70	3,39,499	191.74	-2.90	1,07,747	327.56	0.69	4,47,246	213.02	2.55
1970-71	3,37,577	190.65	-1.09	1,21,575	369.60	-40.04	4,59,152	217.60	-5.67
1971-72	3,22,939	182.38	-3.27	1,17,925	357.50	-11.10	4,40,864	209.97	-3.72
1972-73	3,34,855	189.12	6.74	1,38,154	420.00	61.50	4,73,009	225.29	15.32
1973-74	3,40,513	192.31	3.19	1,35,302	411.33	-8.67	4,75,815	226.62	1.33

Source : Directorate of Public Instruction.

CHAPTER - III

This Chapter describes the administrative processes in the various sub-systems of the State education system. The description includes the goals, primary tasks, linkages, internal structure and administrative procedures of these sub-systems. The description has been organised into the following six sections:

- (a) Education Secretariat
- (b) Directorate of Public Instruction
- (c) Commissionerate of Examinations and Board of Secondary Education
- (d) State Council for Educational Research and Training
- (e) Board of Intermediate Education
- (f) Field level organization at district and block level

At the end of each Section, we have attempted to identify some of the major problems confronting these sub-systems and raised some issues for discussion.

## (A) THE EDUCATION SECRETARIAT

The Education Secretariat of Andhra Pradesh is the focal point, where all important matters concerning the management of education at all the levels, i.e. schools, colleges and the universities are concentrated.

The Education Secretariat is primarily responsible for performing six major tasks, which are:

- (i) Formulation of policies on academic as well as non-academic matters;
- (ii) Coordination among the various directorate and institutions which operate outside it;
- (iii) Budget formulation and sanctioning;
- (iv) Personnel management of the Superior Officers (Usually of the gazetted rank); and appeals from the non-gazetted employees. This function also involves the framing of the rules and regulations in this regard;
- (v) Providing assistance to the Education Minister and the relevant information to the Legislature when in Session; and
- (vi) Sending Annual reports to the Government of India on the centrally sponsored schemes.



It is imperative that the Education Secretariat be in contact with the concerned directorates and institutions during the policy formulation and the implementation. The linkages are of both vertical and horizontal nature, including with the statutory autonomous bodies.

LINKAGES:

Vertically upwards: the Education Secretariat is in touch with the Union Ministry of Education, which formulates the broad national policy on educational matters. In tune with this broad policy, the Education Department in the State formulates the policies, perhaps with some modifications, so as to bring it in harmony with the regional needs and aspirations.

Vertically upwards the Education Secretariat has also to deal with the University Grants Commission which is a statutory autonomous body. The functions of the UGC are primarily in relation to the financial assistance that is to be provided for the universities. In this regard, the UGC deals directly with the universities. However, for the information of the State Government a copy of the proceedings is sent to the Secretariat by the UGC concerning the size of grants it gives to the various universities in the State. But of course, the matters concerning the opening of a new university have to be routed through the Education Secretariat and unless the UGC gives its approval, the proposed university will not get assistance from it.

Finally, vertically upwards, the Education Secretariat is also in touch with the "Central Advisory Board of Education", whose membership comprises the Union Education Minister, and the Education Ministers of the States. The flow of information could be on the initiative of both the sides, from the Secretariat to the bodies vertically upwards, or vice-versa.

Linkage vertically downwards: The Secretariat has to be in rapport with a host of directorates, each of which is headed by a Director. These directorates are:-

- (1) The DPI which has now been bifurcated into the directorate, Higher Education and the Directorate, School Education;
- (2) Directorate, Technical Education;
- (3) Directorate, Employment and Training (Training Wing); which is under the jurisdiction of the Ministry of Labour and Social Welfare;
- (4) Directorate, Oriental Manuscripts;
- (5) Directorate, Translations, which has no sub-office;
- (6) Directorate, Text-books and Press;
- (7) Directorate, Bal-Bhavan;

- (8) Directorate, NCC, Government of India;
- (9) Directorate, Archealogy and Museum, which does not have a sub-office;
- (10) Directorate, Public Libraries; and
- (11) Directorate of Archives, which again has no sub-office.

But among all these directorates, the major clients of the Secretariat which draw its attention most of the time are, the Directorate of Higher Education, School Education, and Technical Education.

Further, vertically downwards, Education Secretariat deals with statutory autonomous bodies. Under this category, there are the three Universities and the J.N. Technological University, the Board of Intermediate Education, the A.P. Residential School Society, the Telugu Academy, the Urdu Academy, the Sangeet Nataka Academy, the Sahitya Academy, Lalit Kala Academy, the International Telugu Institute, and the Academy of Photography. Within the State Secretariat, there is a separate Department dealing with the Technical Education and concerned with the polytechnic Institutions.

Horizontal Linkages: The Education Department does not exist in isolation. It maintains horizontal relationships with the other government departments, whose co-operation is necessary for the educational administration in the

State. Since the finances play a vital role, therefore, the Education Department heavily banks upon the support it gets from the Finance Department. For all Service matters the General Administration Department is consulted, and to thrash out the legal implications, the Department of Education confers with the Law Department.

Since we are committed to the cause of democratic decentralisation, which is epitomised by the inception of the Local Self Governing authorities, there are a number of primary and secondary schools flourishing under the auspices of the Zilla Parishads, Panchayat Samithis and the Municipal Bodies. Hence, the Education Department has to work in harmony with the Department of Panchayati Raj and Municipal Administration. As the directorate of employment and training (Training Wing) is under the purview of the Employment and Social Welfare, therefore, the Education Secretariat is in contact with this department too. Exhibit 17 shows the vertical and horizontal linkages of the Secretariat.

#### ORGANISATIONAL STRUCTURE WITHIN THE SECRETARIAT

The Education Secretariat comprises a Secretary, two Deputy Secretaries, and four Assistant Secretaries. There are 21 sections, each of which is headed by a Section Officer. In each section, there are two Assistants, One Junior Assistant, and a Typist. Each of the Assistant

Secretarios supervises the functions of about four to six Sections.

The division of work between the two Deputy Secretaries is neither on purely functional basis nor on 'territorial'. Their functions, in fact, are a mixture of the two. For instance, the Deputy Secretary I is incharge of all non-personnel matters of the Directorates of School Education, Higher Education, and Technical Education, while the Deputy Secretary II is incharge of all personnel matters of the same directorates. At the same time however, the Deputy Secretary I is incharge of all matters pertaining to the Directorates of Libraries, Bal-Bhavan etc. and also the service matters of the personnel in the municipal primary schools.

Formerly, there were five Assistant Secretaries, but as an economy measure, recently the post of one of the Assistant Secretaries has been abolished. Also, recently an Officer on special duty was appointed, whose specific task is to look after the cultural affairs. (For details of division of work among the secretaries and the sections, see Exhibit 1<sup>o</sup>).

The organisational structure, it is said, has remained unaltered during the past several years and there has been no increase in the manpower, though the workload has tremendously increased. The GAD assessed the workload of the Education Secretariat a few months ago,

and recommended the creation of two more Sections; however, the permission in this regard was not given. We observed that there was a need for the creation of the post of an Additional Deputy Secretary, or a Joint Secretary in the Secretariat.

#### FUNCTIONS OF THE EDUCATION SECRETARIAT

(a) Formulation of Policies: One of the primary tasks of the Education Secretariat is the formulation of specific policies which are, both of academic and non-academic nature; for example, it is for the Secretariat to decide upon the conditions, which a candidate should fulfil in order to be eligible for admission to a certain class, course, and examination. It is again the Secretariat which decides as to the type and number of new universities and other institutions, including the autonomous ones that have to be created, and so on. Some of the non-academic matters on which the Secretariat has to take decisions are the rules and regulations that are to control the service conditions of the employees, usually of the gazetted rank, the organisational structure of the various directorates and creation of top positions, etc.

In formulating the policies, the Secretariat enjoys a considerable amount of freedom. However, it has to work within the broad framework provided by the Union Ministry of Education, State assembly, Education Minister and the Central Advisory Board of Education.

Besides, the views of the UGC have to be given due regard to, as it plays a major role as far as the financial assistance to the proposed universities is concerned.

In practice, a new policy could originate within the Secretariat, or it could be initiated by the Minister himself. Sometimes, suggestions for a new policy come from the Directorate, as was in the case of the "Reorganisation" of 1965. The proposed policy is discussed in seminars and meetings to be attended by those in charge of implementation. Then a decision is arrived at. However, it has been observed that on certain occasions, there have been deviations from this process, for instance, the non-detention policy and the policy of admitting students with no formal education into Class VI on the basis of a test. On both these occasions, the implementing agencies were not involved in the process of policy formulation.

The Secretariat, however, does the ground work in most of the cases in evolving a new policy. The data and the facts are provided by the concerned directorates. There are also instances wherein the Minister himself has initiated certain policies, for example, the policy for the establishment of A P. Residential Schools Society.

There is however, a need to develop an institutionalised mechanism for processing the various ideas for a new policy, the process of arriving at a policy decision seems to vary in different cases.

(b) Co-ordination: The second important function of the Education Secretariat is to effect coordination, which is an important aspect of management. As the situation exists today, the Secretariat calls upon various Directors as and when necessary. Also, informal meetings of all or some Directors are held in Secretariat to co-ordinate inter-directorate issues. The initiative of such meetings rest with the Secretariat. Many officials in the Secretariat feel that there is little need for inter-directorate coordination, because there is not much commonality among the directorates. Also, each directorate has its own self-contained jurisdiction, and therefore the conflicts are rare. However, should the need arise, the directorates confer with each other directly.

Some Directorates, however, have "co-ordination committees" with representatives from some of the sister Directorates. We understand that of late, monthly co-ordination meeting is being held in the Secretariat. It is however, not yet institutionalised.

Thus, at present, co-ordination among Directorates is primarily through individual initiative and discretion. Here, we should mention that the Comprehensive Education Bill has already recommended a "State Board" with a view to improve inter-Directorate co-ordination.

(c) Sanction of the Budget: One of the primary tasks of the Education Secretariat is the sanctioning of the budget for the various directorates and institutions engaged in the work of education. Even the sanctioning of the block grants and the additional grants for the universities is under the purview of the Education Secretariat.



The finances for education are broken up under two heads, the first one being the non-planned expenditure which is of the routine nature and the grants for which are sanctioned without further consideration. The second head is that of planned expenditure, which is developmental. The process is that the Finance department indicates to the Education Department that for planned expenditure a certain amount is likely to be made available in the new budget. The Education Secretariat, in turn, asks the various directorates to send the proposals for new projects, but the actual amount that is likely to be made available is not mentioned.

When the new proposals are received from the directorates, the Education Secretariat sends it to the Finance department with its views. In accordance with its list of priorities for various departments, the Finance Department approves, rejects, or reduces the amount. The sanctioned amount has to be expended within the financial year, otherwise the remaining amount lapses. Usually, by the time the entire amount is released, half the financial year is already over. Besides sanctioning the expenditure, the Secretariat also regulates it.

(d) Personnel Management: The personnel management, including the framing of rules and regulations of the service conditions for the superior officers, usually of the gazetted rank, is taken care of by the Secretariat. The Secretariat has also an appellate jurisdiction for the non-gazetted officers.

(e) Secretarial Assistance to the Minister: It is the responsibility of the Secretariat to provide the Secretarial Assistance to the Minister and to provide him with all the relevant information that could help him in answering questions in the Legislature. The Secretariat itself may, or at the request of the Minister, send the files to him.

(f) Annual Reports to Government of India: The Education Secretariat has to send the annual reports to the Government of India, showing the expenditure incurred and the targets achieved, as far as the centrally-sponsored schemes are concerned. Some such schemes are: compulsory primary education, Women's education, and the SITE programmes.

#### PROBLEMS AND ISSUES

In the preceding paragraphs, the organisational structure and the types of linkages which the Secretariat maintains with the other institutions have been described. The primary tasks of the Education Secretariat have also been identified.

It may be useful to mention here that the primary tasks which have been identified are: (1) policy formulation, (2) Co-ordination, (3) Sanctioning of the Budget, (4) Personnel Management, (5) providing assistance to the Minister, and (6) Sending Annual Reports to the GOI on the centrally-sponsored schemes.

However, by virtue of a series of discussions which we have had with the top functionaries in the Secretariat, we got the impression, that the Secretariat performs some of its tasks quite effectively, while in performing other tasks, no adequate attention is paid.

For instance, in sending reports to the GOI, in providing assistance to the Minister, and in furnishing the information to the State Legislature, it appears that the Secretariat is very effective. We feel that a disproportionately large amount of time is spent in providing information to the legislature, when it is in session. This, often becomes an obstacle in performing other functions.

Even though policies are framed in the Education Secretariat, the monitoring, the controlling, the co-ordinating, and the man power planning, so far, have remained the neglected areas. In the following paragraphs we have tried to identify some of the major problems confronting the Education Secretariat.

Policy and Control: At present, most policies originate within the Secretariat and the decisions are arrived there itself, sometimes without the association of the implementing agencies. For instance, the policy on 'non-detention', and the policy allowing a candidate to join Class VI, even if he has had no formal education before at any level. As a result of this, there is a lack of support for these policies by the directorates. For most of the time, the various agencies translate the policies into action, not because they are really committed to them but because they take it as a rule to do so. It is necessary to actively involve the DHE/DSE at the time of policy formulation, as they only will have to implement these policies.

Further, once a policy is framed, it appears the role of Secretariat in this regard ends there. The Secretariat does not seem to have any control mechanism or system to ensure its implementation. The Education Secretariat becomes active in this regard, only when an aggrieved person or party appeals to it that a certain government policy is not adhered to. For instance, we have come across cases wherein, teachers in aided schools were arbitrarily removed from service, in spite of the government policy that such a removal could be effected only with the permission of the District Education Officer.

Again, we have seen that teachers in the public-body school are transferred more than once during an academic year, by the Zilla Parishad authorities, violating the Government order and rules that no transfers must be made in the midst of an academic year. It is a common practice that each year more number of educational institutions are inaugurated than were originally stipulated in the plan. We have also come across several cases, where the Headmasters of various managements have been able to detain students in spite of the government's policy of 'non-detention'.

Co-ordination: Another aspect, which needs attention is the inter Directorate co-ordination. For instance, there are as many as 11 directorates and a host of other institutions which are engaged in the progress of education. It is obvious that these sub-systems do not exist in isolation, and some of them are inter-dependent on each other in fulfilling a common task. However, at

present there is no institutionalised mechanism for co-ordinating their activities. Whatever co-ordination exists at present seem to be left to the individual initiative and discretion of the respective directorates. It is the contention in the Secretariat, that, need for co-ordination does not really arise, as each directorate has its own defined body of functions to perform and that their spheres of activities have been clearly demarcated. We have however, come across several instances, wherein, co-ordination is necessary. For example, for the training of teachers, the Directorate School Education, the Directorate of Higher Education and the SCERT will have to come together. The DSE, DHE and University have to co-ordinate in framing the syllabi at these three levels to see that a candidate after having completed his education at a lower level is equipped with sufficient knowledge so as to be able to cope-up with the standard at the next higher level and so on. The Directorate of Higher Education has to co-ordinate with the Universities and the Board for Intermediate Education.

Managerial and Technical Expertise: An important reason for the lower priority of some of the primary tasks may be found in the manpower skills in the Secretariat. The Secretariat draws its officers from the All India and State Administrative Services. Further, many of these officers are transferred from other departments and stay in the Secretariat for a period of 3 to 5 years. Since many of them have had very

little to do with the field of education, a good amount of their time is spent in familiarizing with the problems in the educational administration. At present, there is no academic expertise available within the Secretariat. Consequently, the task of policy formulation is done by administrators, who have a limited knowledge regarding educational problems. Also, these officers have had no exposure to some of the management concepts like planning, co-ordination, control etc. It is perhaps because of this that these managerial functions receive only scanty attention from them.

It may also be due to this background that many of them tend to define their roles in administrative terms and show a distinct preference for maintaining the status quo. They are more interested in doing routine work and passing the files. They also believe that all their problems will be solved through sheer multiplication of sections and do not even see the need for planning and co-ordination. Undoubtedly, there are some who do not share this outlook. They like to apply their minds to finding innovative solutions to the existing problems. They are able to bring an element of vitality in the existing system - but till now their influence has remained limited and their potential untapped.

Workload and Manpower: For most of the problems, the causes seem to centre around the "over-burdening, and shortage of manpower". As stated earlier the entire organisational structure and number of personnel has virtually remained static, despite the fact that the magnitude of activities has tremendously increased. Each year new institutions are inaugurated, new courses are being introduced, and to support these growing activities, new bodies are being created, such as, the SCERT, Board of Intermediate Education, A.P. Residential School Society and many more. Correspondingly therefore, the amount of work in Secretariat has also increased. As a direct result of this, each day's work remains incomplete, and willingly or unwillingly the work has to be done until late after the office hours and sometimes even during the holidays. Further, due to the pressure of work, concentration on individual case cannot be made, nor is it possible to carry out effective supervision.

Notwithstanding all this, when a vacancy arises due to a transfer or retirement, it is not filled within a reasonable time period. This either results in the stagnation of files at that particular level, or in the pressure of work on some other officials.

Yet another cause we believe is that, each day, a disproportionately large amount of time is spent in meeting a stream of visitors of



all types. Some times they come with insignificant problems which could have been tackled at a lower level. Besides, it is observed that the Education Secretariat is too much open to pressure from the legislators, representatives of the teachers and others.

Consequently in the Secretariat no one has any time to think of planning, review and control. It may be justifiable to increase the personnel, and sections, but the panacea for all problems does not lie in this alone. There are certain other matters which have also to be looked into.

For instance, we see that there is no proper application of the concept of decentralisation and delegation. We do not understand as to why all matters have to be concentrated in the Secretariat. For example, the authority of giving permission to open english medium schools, to upgrade the schools, to open the primary schools and the naming of the schools, could well be decentralised. All such matters could be terminated at the directorate, yet, the same amount of effectiveness, and perhaps even a little more could be maintained.

Issues of Organisation and Workflow: Within the Secretariat, the Assistant Secretaries face a situation of dual accountability. All the four Assistant Secretaries are individually accountable to both the Deputy Secretaries. It so happens that under each Assistant Secretary there

are 4/6 Sections. For the work being done in two of these Sections, he is accountable to one Deputy Secretary, while for the work being done by the other Sections, he reports to the other Deputy Secretary. It is difficult to understand the rationale behind this sort of a division of work in the Secretariat. Perhaps it would be easier if each Deputy Secretary supervises over the work of any two Assistant Secretaries. But before this is done, it will be necessary to arrange the Sections under the Assistant Secretaries in such a way that the functions of the Sections under the supervision of both the Assistant Secretaries over whom one Deputy Secretary supervises must have no clash with the functions of the other Sections under the other two Assistant Secretaries, over whom the other Deputy Secretary supervises.

Procedures and Delays: The internal procedure within the Education Secretariat are not geared to speed and result in delays. For instance, a file within the department first starts from the lowest rung and climbs right upto the top, and goes down the same channel. At each level it has to be scrutinised, (though, no one has the time to do so.) The file passes through the various levels only as a ritual, and the decisions or changes are made only at one or two levels.

Delays also occur due to the fact that reference in certain matters have also to be made to various other departments like the General Administration Department (GAD), and the Finance Department etc. As far as the service matters are concerned, the Education - Secretariat has to consult the GAD. Sanction of new posts, creation of additional sections, and changes in service conditions etc. of the employees have to be approved by the GAD. It could be reasonably inferred that the Education - Secretariat itself will be in a better position to assess its own requirements, yet, this problem cannot be solved in isolation, for all the other government departments also face this procedural difficulty. Any change therefore, will have to be made applicable to the total-set-up of the State Administrative machinery. There is however a need to devise a method to lessen the dependence of the Education Secretariat on the GAD.

Yet another area that needs to be given a fresh look to is that of financial administration. The practise at present is that, even after budgetary provision is made for a certain matter, the Education Department has to again refer it back to the Finance Department, at the time of releasing the amount. For example, in the case of 'Block Grants' to the Universities. Besides contributing to unnecessary

duplication and delays, the existing procedures do not leave any room for flexibility or discretion at the Secretariat or at Directorate level.

Again, in the case of the additional grants to the universities, there is apparently a great deal of duplication of work, that also results in delay. The request for such grants are received by the Secretariat from the universities straight, which then sends it to the Directorate, higher education, from where it is sent back to the Secretariat for onward transmission. This means that the Secretariat is handling the same issue twice. One reason for this could be, the universities become sensitive in sending their proposals to the DHE straight, as they consider themselves a level above the DHE. There is therefore a need to alter the procedure that could avoid this sort of duplication and delay. Besides, it is the complaint of the Universities that by the time the scholarship amount is released, the academic year is almost over, which causes inconvenience to the needy students.

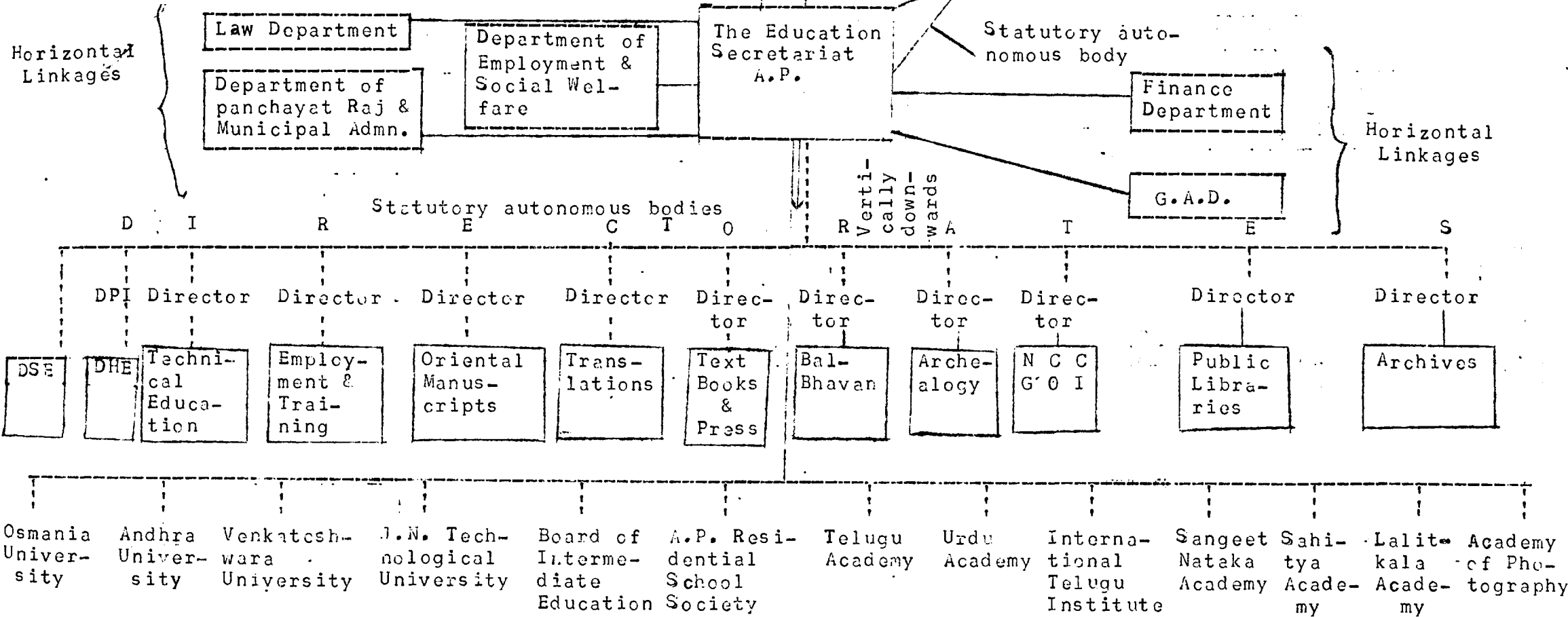
These are some of the major problems and issues existing at the level of the Education Secretariat that need to be looked into.

LINKAGES OF THE EDUCATION SECRETARIAT

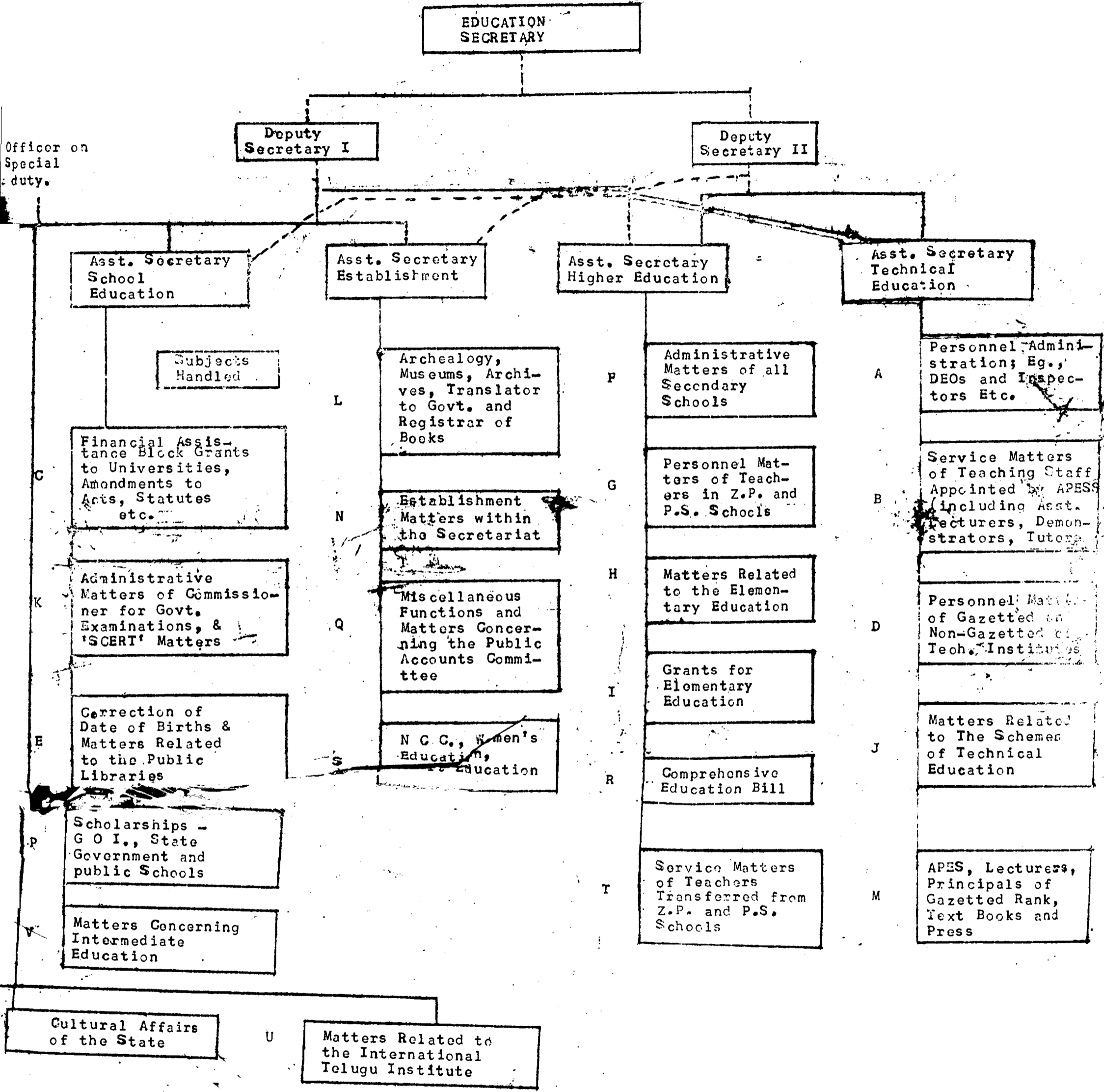
The Union Education Ministry

The Central advisory board of Education

The U G C



DIVISION OF WORK IN THE  
A.P. EDUCATION SECRETARIAT



Officer on Special duty.

EDUCATION SECRETARY

Deputy Secretary I

Deputy Secretary II

Asst. Secretary School Education

Asst. Secretary Establishment

Asst. Secretary Higher Education

Asst. Secretary Technical Education

Subjects Handled

Financial Assistance Block Grants to Universities, Amendments to Acts, Statutes etc.

Administrative Matters of Commissioner for Govt. Examinations, & 'SCERT' Matters

Correction of Date of Births & Matters Related to the Public Libraries

Scholarships - G O I., State Government and public Schools

Matters Concerning Intermediate Education

Cultural Affairs of the State

Archeology, Museums, Archives, Translator to Govt. and Registrar of Books

Establishment Matters within the Secretariat

Miscellaneous Functions and Matters Concerning the Public Accounts Committee

N.C.C., Women's Education

Matters Related to the International Telugu Institute

Administrative Matters of all Secondary Schools

Personnel Matters of Teachers in Z.P. and P.S. Schools

Matters Related to the Elementary Education

Grants for Elementary Education

Comprehensive Education Bill

Service Matters of Teachers Transferred from Z.P. and P.S. Schools

Personnel Administration; Eg., DEOs and Inspectors Etc.

Service Matters of Teaching Staff Appointed by APES (including Asst. Lecturers, Demonstrators, Tutors)

Personnel Matters of Gazetted and Non-Gazetted of Tech. Institutes

Matters Related to The Schemes of Technical Education

APES, Lecturers, Principals of Gazetted Rank, Text Books and Press

(B) D I R E C T O R A T E

The Directorate is the chief executive body responsible for the implementation of the policies, framed by the Education Department and for administering the primary, secondary and higher education systems in the State. Its primary tasks are :

1. Designing the academic framework which is consistent with the policies of the Government and needs of the field.
2. Managing the institutions run by the Government in accordance with the various rules and regulations.
3. Providing funds to institutions run by other managements like public bodies and private-aided managements.
4. To exercise quality control over the outputs and various institutions. The output is controlled through public examinations and institutions are checked through the recognition system.
5. To monitor the various administrative rules and regulations regarding public body and aided institutions through audit and appellate machinery.
6. To work towards bringing about improvement in the education system, and
7. To assist the Secretariat in planning and budgeting of the education activity in the State.

These tasks are performed by seven sub-systems of the Directorate :

- i) Directorate of Higher Education;
- ii) Secondary Education;
- iii) Primary Education;
- iv) Accounts;
- v) Audit Wing;
- vi) Board of Secondary Education and Commissioner of Examinations; and
- vii) SCERT.

The Board of Secondary Education and the SCERT are the academic wings of the Directorate. Structurally these two organisations are a part of the Directorate. However, in practice, both function as independent sub-systems and have very little to do with the rest of the organisation. Both these sub-systems would be covered in greater details in separate sections.

#### OVERALL ORGANISATION STRUCTURE :

Following the trifurcation effected in the year 1975, the three sectors of education are headed by two Directors (Higher Education and School Education) and an Additional Director of Primary Education. Each of these officials is exclusively responsible for the area under his jurisdiction. It seems that in the long-run there will be two if not three separate



directorates for each of these sectors. The existing situation, however, is best described as a common directorate for the three directors.

The next level in the hierarchy is the Joint Directors. At present there are two Joint Directors, one for the college education and the other for the school education. The Joint Director, School Education, looks after matters concerning secondary education only. The two Joint Directors report to their respective directors. At the third level are the three Deputy Directors.

1. Deputy Director, Primary Education, Planning and Statistics.
2. Deputy Director, Secondary Education & Training.
3. Deputy Director, Oriental Studies and Text Books.

As is evident from their designations, at least part of their functions are defined in terms of certain categories of institutions, for example, primary schools secondary schools, oriental schools and colleges, etc. However, to some extent, their functions also go across these different categories. For instance, the Deputy Director Planning and Statistics collates statistics for all types of schools and colleges. Thus, these officials are not responsible to any one superior

officer. Their reporting depends on the matter at hand and hence they are accountable to almost all of their superior officers. This is, by and large, true of the next lower level, namely, the Assistant Directors and special officers. The Chief Accounts Officer, who belongs to the department of Treasuries and Accounts looks after the accounting work of the entire Directorate. The Chief Auditor is responsible for the auditing of all aided institutions. Both these officers do not report to any single person, their role is that of providing a common service to all these officers. Thus, they would get in touch with any of these officers depending upon the matter at hand. (See Exhibit 19 for the Organisation Chart of the Directorate.)

In order to understand the working of the Directorate, it will be useful to deal with these sub-systems separately. In the following paragraphs we have tried to describe the primary tasks of these sub-systems and their internal organisation.

#### 1. The Directorate of Higher Education

This sub-system is concerned essentially with the administrative aspects of higher education in the State. The academic aspects have been entrusted to the three universities and the Board of Intermediate Education. The Directorate is expected to maintain

horizontal linkages with these bodies. It has no regional set-up of its own and hence for the field work it depends on the District Education Officers whose main concern is with school education. The primary tasks of this sub-system are as follows :

1. Assisting the Secretariat in policy formulation and planning for higher education in the State.
2. Management and administration of the Government colleges.
3. Funds to aided colleges and
4. Liaison with the academic bodies.

#### Assisting the Secretariat

The Directorate of Higher Education is the information source for the Secretariat regarding higher education. In planning and formulation of policies, its role is providing data to the Secretariat and also consolidating the demands for new opportunities in higher education. It processes the applications for opening new colleges, sanction of additional posts, requests for new equipment, building grants, etc.

### Managing Government Colleges :

The major role of the Directorate is developing the Degree and the Intermediate Colleges run by the Government. Most of the functions in this area pertain to the personnel administration. Since all cadres, of employees teaching in these colleges belong to statewide cadres, the Directorate is involved in the appointments, transfers, promotions, training, pension, provident fund and other personnel matters of the teaching staff. Most of these personnel matters terminate within the Directorate. However, in certain cases the Secretariat gets involved. For instance, promotions to the post of principals are decided from a panel which has to be approved by the secretariat.

### Funds to Aided Colleges

Giving grants to the private aided colleges fall under the purview of this sub-system. Admitting a new college to Government aid is decided by the Secretariat. Once that has been done, the yearly grants to such institutions are released by the Directorate. The Directorate would consider whether

or not the college has qualified teaching staff, proper physical facilities and follows all the rules and regulations laid down by the Department, before it releases the funds to any institution. In addition, sometime ad hoc grants are given to such colleges which do not receive regular aid from the Government. This would happen only if there is a surplus amount in the plan budget at the end of the financial year.

#### Liaison With the Academic Bodies

As has already been said, the Directorate is concerned essentially with the administrative aspects of higher education. Hence, in order to coordinate the administrative and academic aspects, the Directorate is expected to maintain liaison with the academic bodies, namely, the three universities and the Board of Intermediate Education. The Director, Higher Education, is a Member of the three universities in the State. He is also the ex-officio member of the Board of Intermediate education. In both these cases, he is expected to be in touch with their latest developments and help the secretariat to take certain decisions regarding them.

2. Directorate of School Education  
(Primary and Secondary)

This sub-system is headed by a Director for School Education who, in fact, looks after the matters pertaining to secondary education. The primary education is looked after by an Additional Director. In essence, these two can be considered as separate sub-systems within the Directorate. In order to avoid duplication we are presenting them together, but it is important to note that there are some differences in the role of the Directorate vis-a-vis these two sectors of education. These are:

1. The common examination at the end of the primary education were held at the district level, whereas at the end of secondary education, there is a common examination for the entire State. Of late, we are told that decision has been taken to conduct, even the examination at the end of class VII at the state-wise basis.
2. Grade-I teachers working under the government schools form a Statewide cadre. Since most of these teachers are working in secondary schools, the Directorate is more heavily involved with the personnel matters of secondary education compared to primary education.

The Directorate works under the direct supervision of the Secretariat. The academic tasks have been entrusted with two specialised bodies, namely, the Board of Secondary Education and SCERT. The District

level organisation, common to both primary and secondary education, are the field arms of the directorate and hence work under the direct supervision of the Directorate. Finally, the Directorate has to work in close collaboration with the other Directorates (eg. textbooks, technical education etc.) and also other departments of the State Government e.g., Treasuries and Accounts and the Panchayat Raj. The internal structure of the Directorate has already been described. The primary tasks of these sub-systems are :

1. Assisting the Secretariat in planning the school education and implementing the policies laid down by the Secretariat.
2. To maintain the educational administration in the State through its field level organisations
3. Personnel administration of teachers and other departmental employees.
4. Coordinating the academic sub-systems at State level.

(i) Assisting the Secretariat

The Directorate of School Education is the information source for the Secretariat regarding secondary education. The Director assists the Secretariat in policy formulation, decision-making and planning for secondary education by providing necessary data and also consolidating the demands for new opportunities in secondary education. He processes the

requests for opening new schools, upgrading of schools, sanction of additional posts, etc. The same functions are performed by an Additional Director in the case of primary education. Finally, new schemes taken up by the department and various policy changes are implemented and supervised through these sub-systems. For example, "mid-day meals," "half-a-million jobs," etc. or passing on suitable instructions to the District Education Offices.

(ii) Maintaining the Educational Administration

Many routine administrative matters keep flowing from the District organisations to the Directorate. These pertain to granting of recognition, renewal of recognition, release of funds to private and public bodies schools, complaints, and enquiries against different management, etc. In fact, these functions account for a lion's share of time spent by the various sections in the Directorate.

(iii) Personnel Administration

Personnel administration of Grade-I Government Teachers and other departmental employees - for example, Deputy Inspectors, Superintendents and Ministerial staff in the district offices, is perhaps the most time-consuming function of the Directorate. The Directorate is involved in appointments, transfers, promotions,



pensions, provident fund and other personnel matters of the Grade-I teachers of the Government schools. Most of these matters terminate at the directorate level, except the sanctioning of new posts and promotion of Grade-I teachers to the rank of Gazetted Headmasters.

Personnel administration of teachers working in public body and private schools is looked after by the concerned managements. However, since the directorate has a regulatory role over these schools, many appellate cases of teachers working in these schools also come to the Directorate.

(iv) Co-ordinating the Academic Sub-Systems.

Most of the academic functions at the State level have been entrusted to two separate sub-systems. However, some academic functions continue to rest with the directorate. The Deputy Director for Oriental Studies and Text Books, looks after the nationalised text books. Since this task is closely linked with the functions of the Board of Education and SCERT, the Directorate is expected to coordinate the functions of these sub-systems. In fact, the Director of School Education is the Ex-officio Chairman of the Board of Secondary Education and is also the Commissioner for examinations in the State. The Director, SCERT, reports to the Director of School Education. Thus,

although certain structural arrangements do exist for effecting coordination between these sub-systems, in actual practice, they operate almost independently and do not exert much influence on each other.

### 3. Accounts

The accounting work in the Directorate is looked after by the Chief Accounts Officer who belongs to the department of "Treasuries & Accounts". He is assisted by three Accounts Officers, seven Superintendents and other ministerial staff. These personnel get in touch with the various officers of the Directorate depending upon the matter at hand, but are under the administrative control of the Treasuries and Accounts Department. This arrangement is a consequence of the State Government's decision in 1958 to separate the accounting work for more effectiveness and systemization.

The Primary tasks of this sub-system include preparing budget scrutinising the various schemes involving additional expenditure, releasing funds, and inspecting the accounts maintained in the District offices.

For the preparation of budget, this office depends upon the financial statements received from the district offices. Each district office is expected to send the statements regarding number of posts

with pay and allowances, contingent expenditure, rents and taxes, water and electricity charges, etc. The district office has to collect these statements from local bodies and other institutions. We understand that these statements are either not sent or not sent on time, and consequently, it is not possible to prepare the accurate budget. The task of the inspection of accounts maintained in district offices remain neglected due to heavy work pressure in this office. Most of the time of this sub-system is consumed in scrutinising individual proposals, releasing funds for aided institutions, maintaining account books, advising gazetted officers in drawal of their pay and allowances, and reconciling the departmental expenditure with that booked by the Accountant General.

#### 4. Audit Wing

The audit wing is headed by a Chief Auditor who is assisted by three senior auditors and 12 other auditors. All of them belong to the Education Department and are generally promoted from the ministerial rank.

The main task of this sub-system is to audit the accounts of such private institutions which receive aid from the Government. There are more than 3,000 such institutions in the state. The three senior auditors are responsible for auditing of the Government/aided

colleges, whereas the other twelve do the auditing for primary and secondary schools. Each of these 12 auditors looks after two districts and work in the concerned district educational offices. The Chief Auditor assigns work to his team and organises the entire audit activity in the State.

Special audit in the case of government schools and colleges is also done by this sub-system, but this is not a regular feature. Special audit of Government institutions is done only if there is a particular problem or complaint of misappropriation of funds.

The follow-up on audit objections of the colleges is the responsibility of the concerned officers in the Directorate and the Accounts Wing - which can adjust the grants in accordance with the audit report. This is done only for the aided Institutions.

## ISSUES FOR DISCUSSION

The Directorate is the Chief Executive body, responsible for the implementation of policies framed by the Education Department. Looking at the existing set-up, we get an impression that there are quite a few areas that need to be given a fresh look. In the following paragraphs we have tried to identify some such areas.

### I. RELATIVE IMPORTANCE OF DIFFERENT TASKS

From our discussions with the key functionaries in the Directorate, we have got the impression that a disproportionately large amount of time and attention is spent on issues of personnel administration. It is observed by us that the various officers at all levels spend a large percentage of their time on personnel matters. Every one in the directorate seems to concentrate on these issues while very little attention is paid to planning and budgeting, financial control and academic matters.

An important factor in this context is the limited role of the Directorate in non-personnel matters and its high dependence on the Secretariat and Finance Department. In planning and budgeting, the role of the Directorate is limited to providing facts and figures to the Secretariat. The major decisions

on allocation of funds are taken in consultation with the Secretariat. Once these decisions have been made (e.g. admitting a new institution to Government aid) it becomes a routine matter for the Directorate to release the funds.

The limitations of the existing system notwithstanding, the Directorate does have a significant role to play in some areas, neglected at present. For example, in academic matters, it has the formidable role to coordinate the activities of its academic subsystems. At present the B S E, the SCERT and the Department of Text Books within the Directorate are working in isolation. The consequences of this isolated functioning have been examined in the sections on the B S E and SCERT. No doubt, the directorate maintains liaison with the universities and other academic institutions, but this is only to the extent of transmitting information to the Secretariat when needed or for administrative reasons.

This therefore, makes amply evident that except in personnel management, the role of the Directorate is neither appreciable nor time consuming. This is particularly true of the officers up to the Joint Director's level. Consequently, when anything concerning non-personnel matters is asked, invariably the answer one gets is, "ask the Director".

## II ISSUES OF DIVISION OF WORK AND INTERNAL STRUCTURE

The structure at the Directorate is probably best described as consisting of two pyramids, with the DHE at the apex of one and the DSE at the apex of the other. Further within the School Education set-up there seem to be two pyramids, headed by the ADSE and JDSE. Theoretically one would expect that the DSE would coordinate between the heads of these two pyramids. However, the specific mix of delegation of powers is such that both these offices are the terminal points for most of the processes handled by them. Similarly, the JDHE works almost independently of the DHE, except in matters concerning fixing of priorities in policies. One reason for this could be that all the other matters handled by the Additional Director and the two Joint Directors are of a routine nature, normally not requiring the intervention of the Director. The system of rules and regulations under which these officers operate is so exhaustive and probably restrictive as well that the number of exceptions would be negligible. The situation cannot therefore be construed as the operation of the principle of management by exception.

One clear impact of this kind of structure is to shield the two Directors from as much routine work as possible thus leaving them free for major decision-making concerning planning, budgeting, and advising the Secretary on policy matters. In fact, decision-making power on these matters is totally concentrated

in the hands of the Directors. Even the involvement of the other officials right up to the level of ADSE seems to be minimal. This can be inferred from the fact that not one of these officials were able to give a clear picture of the planning and budgeting process. There is nothing inherently objectionable in all this, provided the Directors have adequate staff support for taking decisions based on a well defined, formalised planning and budgeting process. This proviso, is however, unsatisfied.

The major weakness in the make up of the Directorate is the almost total lack of professional support given to the two Directors for planning and budgeting and the very 'process' by which planning and budgeting is done.

There is no clearly identifiable staff group that is responsible for this. The Deputy Director (Planning and Statistics) is burdened with establishment (personnel) matters. This could have been counter balanced to some extent by involving some of the other officials in planning and budgeting processes. As has already been mentioned their involvement is minimal. It is clear, therefore, that neither is there a staff group responsible for, nor is there sufficient support forthcoming for this purpose from the other administrative officials.



### III SYSTEMS AND PROCEDURES

The number of levels of processing involved before a case arrives at the terminal decision point seem to be excessive in almost all cases. For instances a case starts with a clerk, who is the first person to consider the facts of the case. He prepares a summary and mentions the pertinent rules. This is checked by the Superintendent of the Section, who might draft a note on the subject. The case is then put before the first level official who might be either a Deputy Director or an Assistant Director depending on the matter at hand. It is only after this stage that the case is put before the decision-maker. This means that there are three people doing virtually the same thing on the same case. In good many of the routine matters, the contribution made by the first level officials is practically nil. It is rarely that he differs with what has come up from the Section. In any case, the decision-maker has to himself go through the papers in the file all over again. This makes the first level official doubly superfluous. Of course, it must be pointed out that there would be certain cases which would require a gazetted officer's attention before it is even put before the decision-maker.

The first and obvious impact of this multi-level processing is duplication of effort. There is another and less obvious side effect. If, for instance, it is decided that workload at a particular point is too much

and that certain of the decision processes are taking far too long, it is not enough to increase the manpower only at that particular level. Corresponding increases in manpower have to be made from the first level official right down to the section. If these corresponding increases are not made at all the levels bottlenecks occur at some level other than the ones at which manpower is increased. (The analogy with an equipment balancing problem in a production line is very close.) Attempts seem to have been made in the past to solve problems of workload by allotting an additional clerk, or an additional first level official. The impact of such isolated changes at single levels cannot be appreciable.

Excessive processing time is the most obvious consequence of the multi level processing. The bigger, though admittedly potential, danger stems from manpower expansion. The management might well be faced with the choice between making huge manpower increases all down the line in order to meet needs at a particular point or of making the increase only at one point without making any appreciable impact on either the workload or the processing time.

The appellate procedure seems to be clogging up a lot of the other routine establishment matters. Processing of appeal cases within the Directorate itself takes away a disproportionate amount of the time of the various officials, especially at the first level.

Enquiries and investigations are another disruptive factor. A case could be made out for centralising the handling of all appeal cases with a single senior official.

There is one class of procedures, handled at the headquarters level which seem to be particularly infructuous - regularisation cases for promotions made by the DEO and for which power of promotion has been delegated to the DEO. Here, the question of rescinding the DEO's decisions usually does not arise. Yet, the entire case is virtually reopened. The purpose seems to be merely to take cognizance of certain of the DEO's decisions. Such registration of the decision seems unnecessary.

A case in point is promotions into the Grade II cadre of School Assistants. The DEO's are empowered to make this promotion. The seniority for this purpose is districtwise. However, this promotion has to be regularised by the JDSE. The reason for this apparently is that promotions into Gr.I is done at the headquarters level, and so the Directorate feels that it is obliged to know who are the members of the Grade II cadre.

This seems quite unnecessary; all that the Directorate needs to do is to call for a panel of senior Grade II School Assistants from each district when such promotions in to the Grade I cadre arise.

Doing away with the regularisation procedure would certainly cut down the amount of work since there will be far fewer promotions made into Grade I as compared with the ones that have to be regularised in Grade II. Again, there seem to be no need for sending matters concerning the condoning of attendance and the change in dates of birth to the DSE and JDS. This matter could well be terminated with the same amount of effect at the Deputy Director's level. It is rarely that the DSE refers these matters to the District Collector. Even this, the Deputy Director could do. We also feel that certain issues, such as the renewal of recognition to the Schools could be settled at the District level itself. These aspects of delegation and decentralisation need closer attention.

#### IV. PLANNING AND ALLOCATION OF FUNDS

As compared with the elaborately sequenced multi level processing of certain of the more routine establishment and fund disbursement procedures, the fuzziness of the planning and budgeting process stands out in contrast. The underlying structural problems have already been mentioned. Here it would be pertinent to discuss the elements of the process per se.

The process of putting up demands before government is virtually an aggregation process with some pruning of demands at an overall level. There is

apparently no consideration of the individual plan schemes that should go into the demands. (We can neglect the estimation of the non-plan expenditure in the present context). The contribution of the Deputy Director (Planning and Statistics) is to the extent of aggregating statistics.

Once the total allocation made to the Directorate is known, it is likely that a meeting is called where the discussion is confined to a broad level. The allocations are then made by the Director. What is significant here is that the choice of the schemes to be implemented succeeds and does not precede the allocation process. (The argument advanced here is that it is not known what the allocations are going to be and therefore it is not possible to decide what schemes should be taken up). After the allocations have been made, the schemes come up for sanction sequentially. A scheme is evaluated in isolation from other schemes available, and is sanctioned or shelved also in isolation. This has nothing to do with the fact that financial procedures require that even where a provision has been made in the budget for a particular scheme, it has to go up for financial sanction once again.

Not much planning could be done, it was, argued because there is very little money available. On the contrary, if resources are scarce, more careful scrutiny of the alternatives available should be made.

In the planning process, it is necessary and should be ensured that the Administrative Officials should have commitment.

The lack of information is blamed for not doing relative evaluation of schemes. Information on expansion requirements is available albeit after a time lag. Similarly, statistical returns also are received with a time lag by the Directorate. However, one serious gap in the information flow qualitative and quantitative, seems to be the reports on the standing needs of the districts. The need for this type of information is felt most when allocation of savings, if any, is made.

The information that is obtained in the annual statistical returns is fairly comprehensive. A drawback of the present information system is the tremendous time taken in finally compiling in the headquarters, because the information that is received into the directorate is more often than not raw. If the information is to serve any purpose, it should be accompanied by analysis right from the block level.

Information is sought for year after year even if the figures in question do not register a change. Such items should be identified and a system should be developed wherein only changes in the figures are taken note of, so as to save processing. An attempt should also be made to tie up as much of the flow of

information with the upward flow of accounts and demands for funds. Since obtaining the funds is imperative, it is more than likely that information will flow as and when required.

#### V. FINANCIAL CONTROL

The financial control over the aided managements is exercised through the Audit Wing. There are more than 3000 aided institutions in the State which have to be audited every year by only 12 auditors. Thus, every auditor has to complete more than 250 institutions in an year. This explains the huge backlog of audit work every year and the many institutions that remain unaudited for more than 2 to 3 years. The present strength of the audit wing is woefully inadequate.

A word about the audit procedure. There is lot of duplication between the work of the auditors and the inspecting staff. This is particularly so because the scope of the departmental audit is not confined to financial matters alone. Similarly, the inspection activity goes beyond the academic matters. In a sense both groups have the identical responsibility of checking whether or not the various departmental rules are being followed. Consequently both groups end up examining many identical records e.g. qualification of teachers, special fee accounts, etc.

Thus, there is a case not only for providing additional staff to the audit wing, but also for streamlining the audit procedures and for demarcating the boundaries between the auditing and inspection.

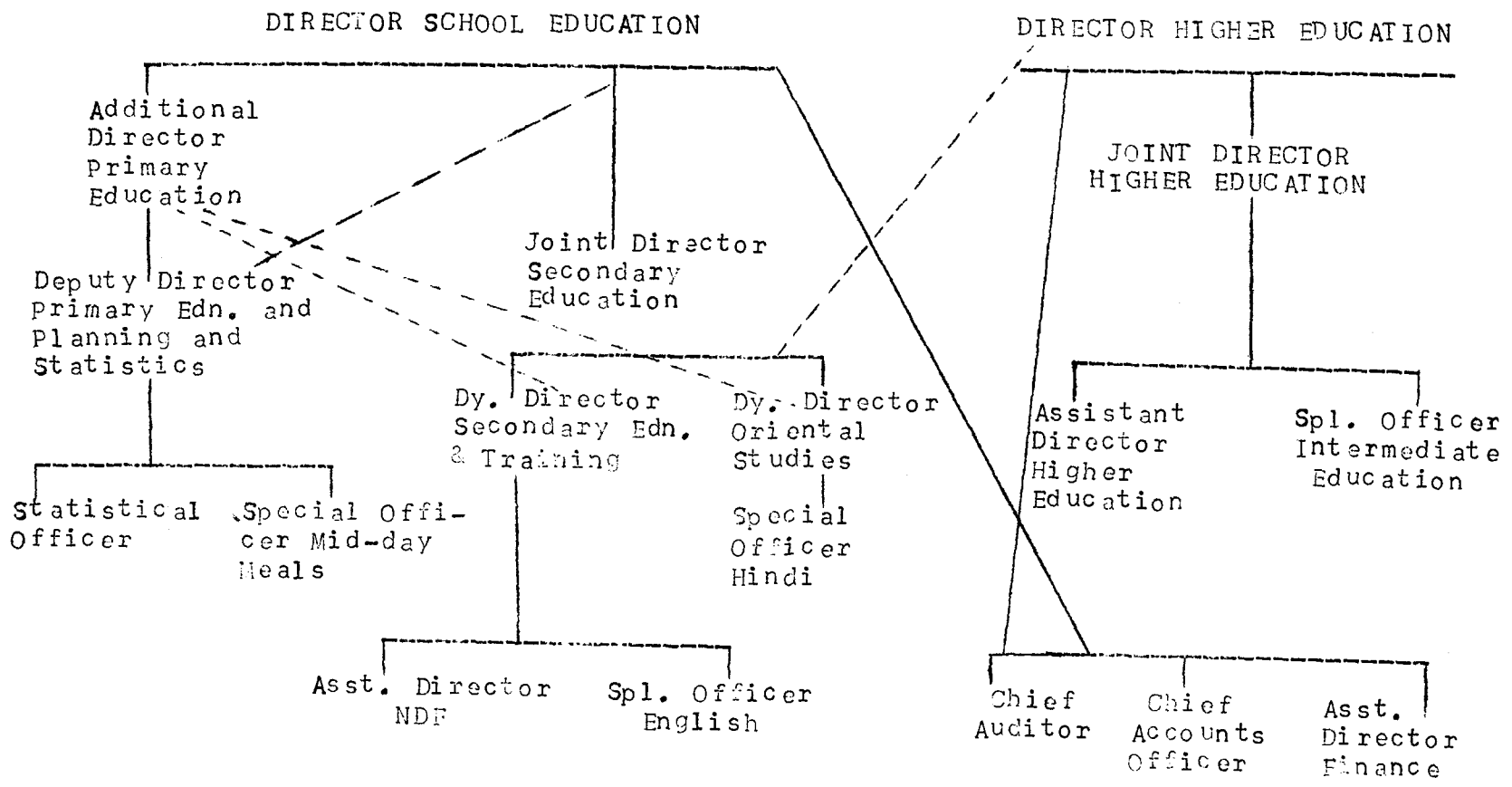
There also appears to be some ambiguity regarding the audit code. Although there does exist an audit code in the department yet many aided managements have complained about the divergent positions taken by the different auditors on the same issue. This raises a doubt about the familiarity of the auditors with the audit code and other rules, though it could be possible that the complexity of the audit code itself leaves the managements bewildered.

There is a feeling among the Inspectors and also some of the auditors that under the present system many financial issues like collection of donations, transference of funds between institutions run by the same management, etc., go unexamined. Our observations of the aided institutions seem to bear out this belief. However, at this stage, it is difficult to say whether these problems can be solved by making suitable changes in the audit procedure and/or appointing more qualified auditors. (At present they are promoted from the Ministerial ranks and many of them do not even have a commerce background). These are important areas which need to be examined further.



Finally, there are some problems about the role of the audit wing vis-a-vis local body schools. These schools are audited by the local funds examiner but the ultimate accountability for the proper utilisation of funds in these schools rests with the directorate. Consequently the departmental auditors have to spend a substantial amount of their time in conducting special audit of these schools. This is viewed by the auditors as an unnecessary interference in their normal work.

ORGANIZATION CHART - DIRECTORATE



(C) BOARD OF SECONDARY EDUCATION AND  
COMMISSIONERATE FOR EXAMINATIONS

Organically the Board of Secondary Education (BSE) and the Commissionerate for Examinations (CE) comprise a single unit. The BSE which could be regarded as an advisory structure has the primary responsibility for approving the curricula, syllabi and text books for secondary education in the State. The CE which could be regarded as an operational structure has the responsibility for conducting X Class Government Examinations, and other government examinations not undertaken by the Andhra Pradesh Public Service Commission, such as the accounts test for the employees of the local bodies, Headmasters, Hindi Pandits, Telugu Pandits, Training Examinations, the Sanskrit Entrance Examinations, etc.

Linkages

Though there is no statutory backing, yet the BSE and the Commissionerate tend to be autonomous. This is perhaps due to some ambiguity in its relationship with the Directorate and the Secretariat. For financial assistance, it heavily banks upon the support of the Secretariat, and even for the additional posts, the Secretariat's consent is necessary. Therefore, it is answerable to the Secretariat. However, the CE is empowered to appoint personnel of certain categories - such as clerks, who are below the rank of superintendent. Further, the appointments and transfers of superintendents are done by the Deputy Commissioner, and of higher level officers, such as those of the Assistant and Deputy Commissioner is under the purview of the Secretariat. Also the DSE .....

and the B.S.E. are in contact with each other in matters relating to the revising and framing of syllabi and prescribing text-books.

An understanding of the structure and functions of these two parts separately, will provide a clear picture of this sub-system.

### Board of Secondary Education

The B.S.E. is composed of 26 members, out of which six are ex-officio. These are -

- (1) The D.P.I. who is also the ex-officio Chairman of the B.S.E. and the Commissioner for Government Examinations.
- (2) Director of the SCERT
- (3) Joint Director of Secondary Education
- (4) Secretary, Board of Intermediate Education,
- (5) Deputy Commissioner for Government Examinations, A.P. and
- (6) Secretary for Government Examinations A.P.

In addition there are 20 ordinary members. These are six principals of junior colleges, located in the jurisdiction of the Osmania, Andhra and Sri Venkateshwara Universities, two distinguished educationalists, six Headmasters from each of the three universities areas (two each), 3 D E Os. one each

from the three university areas and **three** gazetted inspectors of Schools one each from the three university areas.

#### Functions of the B.S.E.

The meetings of the B.S.E. by statute must be held at least once in a year, but in practice, the meetings are held twice a year, presided over by the D.S.E., who is the Ex-officio Chairman of the Board and also the Commissioner for Examinations. In these meetings, certain specific issues that come for discussion are resolved, and generally there is said to be unanimity in arriving at decisions.

The main function of the B.S.E. is to approve the revised version of the syllabi and the text-books, proposed by the D.S.E. for the higher secondary classes. But before this is done, the B.S.E. constitutes special subjects committees, which give a thoughtful appraisal to the proposed syllabi and the text books. If need be, the Committee extends its remarks for modification, for further consideration by the directorate before the final approval. The members of the subject Committee are selected from among the available members of the Board, or from the experts working in the Secondary Schools. This also applies to the specialist of a particular subject. Sometimes they are selected on the recommendations of the members of the Board. At times, the Commissioner of the Deputy Commissioner propose the names of the persons

by virtue of their knowledge of subject experts, and they are made micro advisory bodies of Boards for various subjects.

At present, the academic functions of the Board are restricted to examining the prepared syllabus. In practice, the Board has little to do with the preparation of syllabus and development of curricula. These are developed in the DSE itself, by specially constituted sub-committees. The BSE only reviews them and gives its views to the DSE and from thereon to the Government for the final approval. It is said that the need to alter the syllabi occurs, when a new scheme has to be introduced. Sometimes, on certain occasions, the Central Advisory Board of Education recommends a certain chapter to be included in the text-books. In such a situation, it becomes the concern of the BSE to take appropriate measures. It may also be mentioned that at present there is no fixed time period during which the same syllabi or the text-books are to be taught. We also understand that, for a long period, the same matter is being taught.

### The Commissionerate:

#### The Organisational Structure

The D.S.E. is the Commissioner for Government Examinations and is in charge of all policy matters. For day-to-day functioning, the Deputy Commissioner

acts as the head of the Commissionerate. The Deputy Commissioner is assisted by four Assistant Commissioners, the senior most among whom is also the Secretary to the Board of Secondary Education. The next senior person is the Joint Secretary and the remaining two are Additional Joint Secretaries to the Board. In all, there are 25 sections within the Commissionerate, out of which 20 Sections take care of the examination work, while the remaining five are in charge of other matters, such as, establishment, finance, accounting, stores, and stationery etc. The distribution of examination sections among the Assistant Commissioners including the Secretary, who also looks after the financial management, varies according to the number of candidates.

On an average, each Assistant Commissioner is in charge of 6-7 districts, and the Secretary holds charge of the Twin Cities, along with additional work pertaining to the office maintenance like the establishment and accounts. (See Exhibit (20) for the Organisation Chart of the Commissionerate and the B.S.E.)

### Functions of the Commissionerate

As has been mentioned earlier, the Commissionerate is the operational structure, which organises the examinations of Xth Class. This work involves the appointment of the paper setters and examiners, evaluation of the answer books, finalisation of results and their announcements. The issuing of the marks sheets and various other certificates is also the responsibility of the Commissionerate.

### Appointment of the Paper Setters

The appointments and cancellation of the paper setters is left to the discretion of the Deputy Commissioner of Examinations. Normally, the appointment is for 4-5 years.

The Deputy Commissioner by virtue of the knowledge he possesses about the various teachers, appoints the paper setters, and sometimes, the Assistant Commissioners also recommend their names. The assessment procedure is based on the number of years of service an incumbent has put in and his proficiency in the subject concerned. But we do not know what measuring yardstick the Deputy Commissioner uses to gauge the proficiency. In order to moderate the question paper the Commissionerate appoints a paper selecting board, which comprises three members, two experts and the paper setter himself. After



intense discussion on each question, the paper selecting board finalises the papers and keeps the printing as absolute confidence. As the examination is conducted in three or four media, it is quite essential to give the question paper in the language which was the medium of instruction. In such cases commissionerate maintains a list of translators, who do the translation work on the originally written question papers.

#### Appointment of Examiners

Hitherto, proposals on behalf of each teacher were called for from each school in the State, duly countersigned by the District Education Officer. Nearly 8000 proposals were being received and checked by this office and were prepared subjectwise. As per the requirement, the examiners were selected based on their seniority. As it was felt to be very difficult to continue this procedure, it was abandoned in favour of another easy and quick procedure. At present the district educational officers are requested to send the seniority lists of all the qualified teachers of their respective districts subjectwise. From the seniority lists the actual number of examiners required will be selected in the order of seniority. This procedure is under review and likely to be finally accepted as general norm for appointing examiners.

### Evaluation of Answer Scripts

After the conduct of examinations, at various centres in the districts and cities of Hyderabad and Secunderabad, spot valuation of answer scripts is done at the pre-decided centres in districts under the supervision of the D.E.Os who are assisted by the Gazetted Inspectors. At the completion of spot valuation in various districts, each D.E.O. sends the tabulated marks to the C.E.'s office for consolidation and announcement of results.

Since the volume of examination work has drastically increased in the last two years, C.E.'s Office is using computer assistance for computation, finalisation and preparation of mark sheets of candidates.

### Evaluation of Question Papers by SCERT

C.E.'s Office sends the question papers to the SCERT for its expert opinion after the examinations have been conducted. These comments are passed on to the Moderation Board and thereon to the next paper setter. However, there is no institutionalised mechanism to ensure that these comments are taken care of in the next examinations.

Suggestions made by the SCERT on the question papers after a review are also placed before the Board of Secondary Education for its opinion. Any decision

taken by the Board of Secondary Education will be implemented if necessary by obtaining orders of the Government.

### Record Keeping Functions

In the last few years a number of changes in the examination system were introduced. A few changes, which came into vogue, ultimately have become defunct, e.g. the multipurpose, S.S.L.C., and H.S.C. examinations. Each examination, either past or present require that some record should be maintained by the Commissionerate for the purpose of future reference and correspondence. In general, each examination have back trail of the following activities on the part of commissionerate.

1. Issue of memo of marks
2. Issue of date of birth extracts
3. Issue of migration certificates
4. Issue of duplicate certificates
5. Correspondence in respect of bogus certificates
6. Court cases, and
7. Miscellaneous correspondence.

In addition, there are certain other things due to which the Commissionerate is over worked, such as supplementary examinations. According to an estimate

the months of July and January are generally considered to be relatively free from overwork, hence the staff is not employed on overtime. During the time of the examinations, the officers and their supporting staff have to work late hours.

### ISSUES FOR DISCUSSION

#### 1. Role Ambiguity and Linkages

At present, there are three sub-systems which are involved in the task of preparing syllabi and text books. These are;

- i. The Department of Text Books within the Directorate,
- ii. Board of Secondary Education and
- iii. SCERT.

Theoretically, there is clarity in the role of the three but in practice there is lack of co-ordination. The Directorate is expected to frame the syllabi, appoint the authors and get the books written. The expert committees of the Board have to approve these syllabi. Since the syllabi for different classes and subjects are already in existence, it is still not clear as to who has the responsibility for revising them. During our field work we found that both the groups feel that it is the responsibility

of the other. As a result of this, the syllabi remain unrevised for many years, unless there is a directive from the Government to make a specific changes, such as inclusion of new topics. Consequently, there is a growing feeling in the organisation that the advisory structure which has been entrusted with these academic tasks must take initiative on its own, rather than await the Government directives. Then only its role will become more meaningful.

SCERT has the responsibility for giving ideas for changes in the syllabi and examination system. But the Board and Commissionerate do not seem to have any linkages with the SCERT. Perhaps the only linkage is through a common person, the Director of School Education. Operationally, the only time when the two come together is for analysis of question papers after the examinations have been conducted. Although the suggestions of the SCERT are examined by the sub-committee on examinations, yet, no action is taken. Consequently, it is observed that the same type of questions and pattern of papers continue over a number of years.

An interesting aspect is that, there is no specific time limit during which the same syllabi and the text books are to be used. We have been given to understand that these have not been changed for a long time. The existing system is such that it does not facilitate any individual or a group to take initiative in this direction. One way out could be to fix a 5 year cycle for a particular syllabus or text-books that are to be taught, and then raise them according to the changing needs.

## 2. Coping With Growth

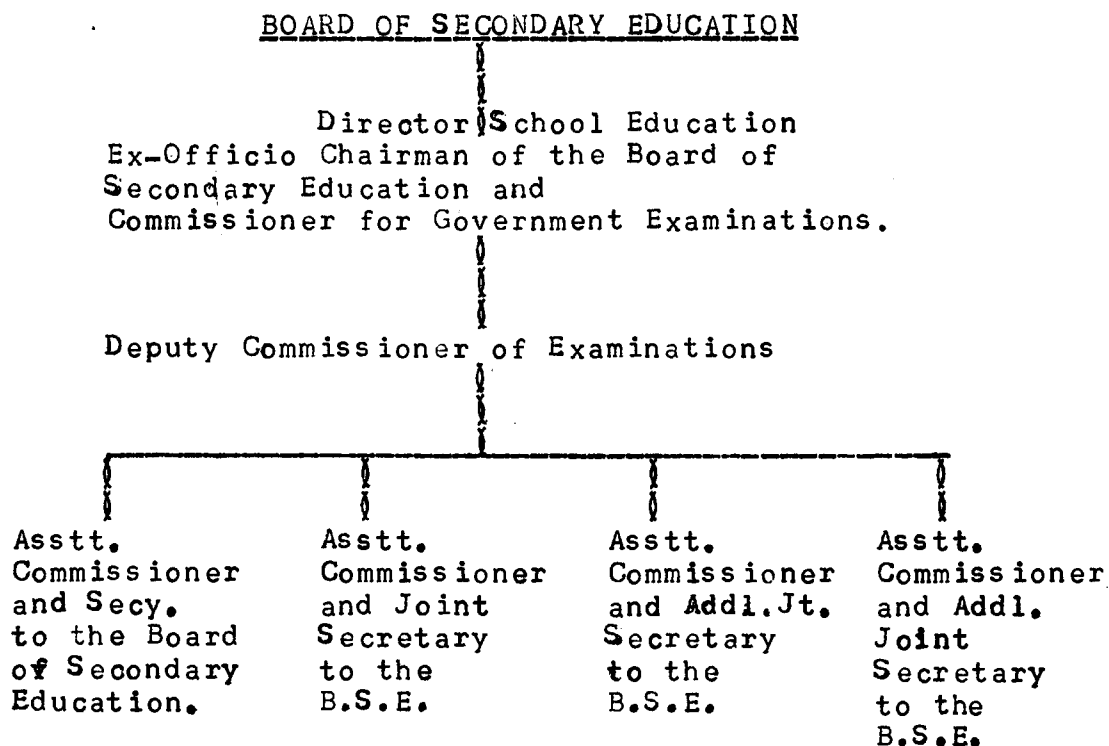
During the last decade and a half, there has been an enormous growth in the number of schools and students. Consequently, the entire examination work, right from appointing the paper setters to the issuing of certificates has assumed wider dimensions. The changes in the internal organisation and systems and procedures have not kept pace with the demands of this growth. The commissionerate is, thus overburdened with work and often has to take decisions with limited information.

Firstly, in the appointment of paper setters an established procedure does not seem to exist. Their appointment at present, it is said, is left to the discretion of the Deputy Commissioner and other experts of the Board who do it on the basis of their personal knowledge of the incumbents. This might have been a sound approach for a smaller organisation. It is quite impossible for a handful of experts to keep track of the people who possess the requisite knowledge and qualities in such a huge system. There is therefore a need to develop an improved information system.

Again, in regard to the selection of examiners, the only criteria is the 'seniority'. The seniority list of each district is sent by the respective DEOs. The Commissionerate does not have any additional information on the basis of which it can change the lists prepared by the DEO's. Hence considerable

effort can be saved by delegating the task of appointments to the DEOs. An added advantage of this would be that the DEO who is on the spot, will be able to consider factors other than seniority also. There is a concern among the junior teachers that they do not get an opportunity to examine the papers. This again could be attributed to the existing system. One alternative could be to use a computer for appointing the examiners.

Recently, the task of finalisation of results and the preparation of marks sheets, was entrusted with an outside computer. This indeed is a welcome sign. But the drawback is that, at present there is no technical know-how within the Commissionerate in this area, and it becomes difficult to coordinate with the outside agency. Further, it is likely that certain changes in the internal systems of record-keeping may have to be made in order to detect the problems early and make full use of the computerisation. Right now, the Commissionerate is largely dependent on the external agency for the computation of the results. It is imperative, therefore, to develop the requisite skill within the commissionerate if any benefit has to be obtained by employing the new procedure.

Exhibit 20ORGANISATION CHART OF THE BOARD OF  
SECONDARY EDUCATION AND COMMISSIONERATE  
FOR GOVERNMENT EXAMINATIONS.



**D) STATE COUNCIL FOR EDUCATIONAL RESEARCH & TRAINING (SCERT)**

Prior to 1967, Andhra Pradesh had a number of Research and Development units concerned with education. These various R & D units were created at different points of time and with specific functional obligations. The units were (i) State Bureau of Educational and Vocational Guidance (1957), (ii) State Evaluation Unit (1963), (iii) State Unit of Education (1964), and (iv) State Institute of Science Education (1964).

The Bureau of Vocational guidance and the Institute of Science Education were started at the initiative of the Central Government and were later handed over to the State Government. In 1967, the Education Department felt that all these units should not work in isolation and there was need for a co-ordinating body. Hence they were brought under a common umbrella called the State Council of Educational Research and Training (SCERT) and the various units were transformed into departments of the SCERT.

In 1970, four new departments were created: (a) Curriculum and Text-Books, (b) Psychological Studies, (c) Audio-Visual Education and Teaching aids, and (d) Extension Services. Again, in 1973-74, two more additions were made: (a) Collegiate Education and (b) Educational Technology. In addition to these

ten departments, one Primary Extension Service Centre is also attached to the SCERT.

SCERT is primarily responsible for providing in-service training to teachers and inspectors, undertaking research in educational matters (e.g. Curriculum, evaluation, teaching aids and Technology etc.) and implementing pilot projects on an experimental basis. However, at present, the major thrust of the organisation seems to be on 'In-Service Training'. Its most important activity is the Statewide Academic Programme (SWAP).

In 1971, the State Government abolished the practice of detaining students in all the classes except the VII and the X. It was felt that the non-detention policy can succeed only if it is supplemented with a new and sound approach to teaching and evaluation. In order to do this, seminars at the regional, district and block levels were held and the SCERT was given the responsibility of organising them. These seminars have now become an annual feature of the Council's activities and are known as the 'Statewide Academic Programme'. During the first year, these seminars were focused on techniques of continuous evaluation. In the subsequent years attention was also paid to the instructional side. Consequently, these seminars have become a forum whereby the teachers and inspectors are familiarised with the concepts of annual plans, unit plans, lesson plans, unit tests, etc.

The three levels of the programme - Region, District and Block - are inter-linked. The participants of one level are expected to be the resource persons or instructors for the next level. The regional level seminars are attended by the Director of School Education, SCERT Officers, D.E.O's, G.Is. and Deputy Secretaries (Edn) in Zilla Parishad and principals of colleges of Education and local headmasters. The District level seminars are attended by the Deputy Inspectors, Extension Officers, headmasters of all secondary schools and selected headmasters of primary and upper-primary schools. The district level seminars are organised by the D.E.O and his Gazetted Inspectors who also act as the resource persons in addition to some of the SCERT Officers.

At the Block level, the Deputy Inspector and Extension Officers organise the Seminars for the various teachers working in the different types of schools. In 1974-75, only teachers from classes VI onwards were covered but this year it is proposed to cover the teachers from Classes I to V as well. The teachers, headmasters trained in the district level seminars act as the resource persons for block level seminars in addition to one or two officers from the SCERT. Thus, the involvement of the SCERT reduces with the levels - it is maximum at the regional level where almost the entire responsibility is on the SCERT and only nominal at the Block level.

STRUCTURE

SCERT is headed by a Director, with the rank of a Joint Director in the State Government and reports to the Director, School Education. The Director has under him the heads of the ten departments. The departmental heads are of the rank of Reader, and are supported by other readers, lecturers, and assistant lecturers and technical assistants. The basis on which the departments are structured is multiple. Some of the departments are functional (e.g. Curriculum and Text Books, Evaluation etc.), some are disciplinary (e.g. Science Education), and some are formed on the basis of Market Segment (e.g. Collegiate Education).

The major role of the Director is to provide academic leadership to the organisation. Since the personnel administration for the entire SCERT is looked after by the Directorate, the Director has no administrative powers over his subordinates, he does not have any say in the selection of staff and cannot take any disciplinary action against them. We were informed that it is quite possible that a person may be put into the SCERT or removed from it, without any prior intimation to the Director. The Director writes the confidential reports of the Heads of the departments and countersigns the C.Rs. of the lecturers and assistant lecturers but the importance attached to these C.Rs. either by the Director or by

the staff is very little. Lack of administrative powers does make it difficult for the Director to exercise control over his subordinates.

On the financial side, the Director gives administrative approval to the expenses incurred under the contingency, office expenses, and T.A - D.A heads. The allocation of publication funds among different departments is done by a Committee of the various heads of the departments and the Director. The Director also acts as the contact point between the SCERT and the rest of the Directorate. All correspondence is routed through the Director.

The academic role of the Director is quite flexible and perhaps a bit too vague. How a Director translates 'Academic Leadership' into concrete action depends a great deal on the person himself. A Director may or may not view 'obtaining funds and other support from the Directorate' as part of his job. Similarly one Director may view 'providing ideas for new projects to subordinates' as his job whereas another may not. Further, he has to depend a great deal on his personal skills for exerting influence on his subordinates and colleagues in the directorate. Lack of administrative powers and high degree of subjectivity in the role has contributed a great deal towards the low value attached to this position. The people at SCERT feel that most of the Directors who came to this organisation were always on the look out for a joint

directorship in the Directorate. This is supported by the fact that the average tenure of various Directors who have headed SCERT is less than a year. The organisation hence suffered from tremendous instability in its leadership and lack of proper direction and support.

The heads of the departments are expected to co-ordinate the activities of their departments. Since in most of the departments work is initiated by the Government or Directorate, the task of the head of the department is merely to allocate the work among his subordinates. There being no administrative officer in the SCERT, some of the administrative functions are also split among the different heads. For instance, one head looks after the Accounts of the SCERT, another the transport, etc. (see Exhibit 21 for the Organisation Chart of the SCERT).

#### MANAGEMENT OF FUNDS:

SCERT gets its funds from the Directorate and the Central Government for the centrally-sponsored schemes. It has no other sources of revenue. Exhibit 22 gives the budget for the last three years. Till 1973-74, under the planned budget there was some provision for each of the departments. The departments used to prepare their activity plans and an estimate of the finances required. These were consolidated by the Director and submitted to the D.P.I. The Statewide Academic Programme was started in 1973. Thus, from 1974 onwards there has been no

budget provision for the different departments except the collegiate cell. However, the departments continue to send their requirements, but these are of no relevance because plan budget is given only for the SWAP or some other projects initiated outside the SCERT (e.g. non-formal education). In 1974-75, the plan budget for SCERT was Rs. 21 lakhs, whereas in 1975-76 it was reduced to Rs. 9.67 lakhs (which also includes 3.25 lakhs for introduction of non-formal education). Considering that SCERT proposes to cover a much greater number of teachers during 1975-76, this reduction in the budget seems quite strange to us. We understand that the major impact of this reduction would be that teachers who come for the block level seminars will have to go without any T.A. - D.A. It may be noted here that most of the planned budget is spent on the T.A. and D.A. of participants and the publication of teaching material required in the various Seminars, and this money is mostly spent by the DEOs.

Thus as things are, all projects initiated by the SCERT on its own have to be funded from the 'non-plan' budget, particularly the T.A - D.A. and publication heads. The T.A. - D.A. budget is just about sufficient for meeting the travel costs of the staff for the various seminars. In the case of publications, the requirements of some of the departments are greater than what is available for the entire SCERT.

## Departments of SCERT:

As has been mentioned earlier, SCERT has been organised into 10 departments. The organisation has a total sanctioned strength of 67 professionals. However, at present half of these positions are lying vacant. (See Exhibit 23 for a comparative picture of the sanctioned and the actual strength of the ten departments). In the following paragraphs we have briefly described the goals and activities of these departments.

### 1. Department of Education

The department has the responsibility for training, research and implementation of pilot projects. Before the SWAP came into being, the department concentrated its efforts on 'in-service' training courses for inspectors and teachers and preparation of working papers and handouts. At present the department's activities are confined to participation in SWAP and responding to requests made by the Directorate from time to time.

It is also looking after the work experience project in Guntur District sponsored by the NCERT. However, its role is limited to passing on the equipment and instructions received from the NCERT to the field. Similarly, it has been entrusted with the proposed project, on 'Non-formal Education'. Apparently the department has neither the required expertise to handle the project nor



any clarity regarding its role.

The emphasis on research has been very little; whatever research was undertaken, has not seen the light of the day. As such, its result has not been reflected in the educational programmes.

## 2. Department of Science Education

At present, the major activities of the department include:-

- (a) Participation in SWAP,
- (b) Organising summer institutes
- (c) Training students for national science talent contest,
- (d) Organising science exhibitions,
- (e) Participation in Indo-dutch project, and
- (f) Publication of a science journal.

Earlier the department also undertook projects on revision of science syllabus for certain classes and design of inexpensive kits for science teaching. None of these projects resulted into concrete change, essentially because there is no one to ensure their implementation at a large scale.

## 3. Department of Curriculum and Text-books

The department was started in 1972 with the objectives of undertaking research in curriculum and working towards improving the quality of text-books.

During the first year, the department participated in the programmes of the other departments. In 1972-73, five workshops were conducted to review the nationalised text-books. In 1973-74, another five workshops were conducted to prepare instructional material for the Class IX in selected subjects. In the following years, the department remained content with participation in the SWAP. Recently, a project has been undertaken to design a need-based curriculum for Class I to VII.

In the area of text-books, the Department's role is confined to sending comments on some books, if asked for by the Directorate. It has no other involvement either in determining the syllabi or in the preparation of text-books. For some time the text-book section in the Directorate was transferred to this department, but we understand that the arrangement did not work well for personality reasons. Consequently, the text-book section was transferred back to the Directorate. But recently, it has again been returned to the SCERT.

#### 4. Department of Evaluation

This department's contribution towards the education system is in terms of giving inputs for the betterment of the evaluation system.

Prior to the SWAP, the department concentrated on conducting courses for teachers, headmasters and inspecting staff. These courses were focused on to evaluation and maintenance of cumulative records. Publication of handouts and

preparation of working papers was another important activity. Preparation of unit tests, test-bank for different subjects were undertaken in response to the new Evaluation Policy. Since, most of the work done in this area remains unpublished due to printing problems, the effort has also declined. Participation in the SWAP is the most prominent activity of the department now. The department has also undertaken a research project on the impact of 'Open Book' system of examinations.

The department has no significant involvement in designing the question papers etc of Public Examinations. The question papers for Class X examinations are sent to the department for analysis and suggestions, after the examination has been conducted. The SCERT people have their own doubts about the action which is taken on these suggestions. Since the public examinations continue to be based on traditional modes of questions, the impact of the new evaluation methods at the school level gets affected. From the point of view of the teachers of what great relevance are these objective type of questions if the public examinations are not going to be conducted on these lines.

##### 5. Department of Psychological Studies

The department was created in 1976 with the objectives of undertaking psychological studies of pedagogical value and construction and

standardization of psychological tests.

The department is staffed by a psychologist and an assistant. During the last five years of its existence the only contribution the department made in terms of these objectives was through a case study on preparation of diagnostic tests in selected subjects. For the rest of the time, it has been involved in the SWAP and programmes of other departments. During all these years, the department either did not get any funds or it could not utilise them or they were diverted to the collegiate cell. Interestingly, the department continues to increase its demands for funds every year. Starting from a nominal beginning of Rs. 10,000 in 1971-72, it asked for as much as Rs. 1,02,700 in 1974-75, but failed to get any sanction whatsoever. We have just not been able to understand the reasons for starting a new department and then not providing it with even the minimum resources essential for its functioning.

#### 6. Department of Educational & Vocational Guidance

This department is the oldest auxiliary service attached to the Education Department. Through the application of different psychological techniques, an attempt is made to arrive at the probable aptitude, and inclination of the students, and guide them accordingly in making vocational choices. These techniques are given to the teachers to guide their pupils and parents.

Prior to 1967, the department trained about 200 teachers as career masters but their expertise could not be utilised in the schools because (i) no incentive or reduction in other work was given to these teachers for this additional work, and (ii) the parents have either fixed ideas about the vocation of their children or do not attach sufficient importance to it. Hence, they did not buy the idea of matching the aptitude of their children with the vocation they should undertake.

After the amalgamation with the SCERT in 1967, the Centre also started facing the problems of lack of funds. Without any budgetary provision, the activities of the department have become confined to participation in the programmes of other departments, SWAP and some miscellaneous work like conducting a stall in the science exhibition, etc.

#### 7. Department of Audio-Visual Education and Teaching Aids

The department was started in 1970 with the objectives of familiarising the teachers with the use of audio-visual equipment and helping them in preparing audio-visual aids with locally available materials and loaning them the aids available in the department.

At present all the posts in this department are vacant. The audio-visual equipment is being looked after by the Head of the Science

Education Department.

8. Department of Extension Services

The project on 'Extension Services' was sponsored by the Central Government in 1953-54. Ten Extension Centres were created in the State, seven for secondary schools and three for primary schools. The Secondary Centres were attached to the Colleges of Education and the Primary Centres to the Basic Training Schools. After the abolition of the Basic Training Schools, one of these centres was attached to a junior college, one to a DEO's office and one with the SCERT.

The department of Extension Services in SCERT was created in 1970 to co-ordinate the activities of these ten centres. The budgets of these centres are merged with the budgets of the various bodies to which they are attached. Hence, the role of the department in SCERT is only to provide academic guidance and support to these centres. The centres send their yearly plans of activities to the department of Extension Services for approval. The department also organises an annual conference for the heads of the Extension Centres, so that they can familiarise themselves with the activities of the other Centres and gain from each other's experience.

Primary Extension Centre:

As mentioned earlier one of the primary centres is attached to the SCERT. The centre

conducts orientation courses, seminars and discussion in the Teacher Association Centres, besides participating in the SWAP. Unlike most of the departments of the SCERT, the Centre has a separate budget provision. A glance at the budget and expenditure figures of the last five years indicates that about 40 per cent of the grants remain unutilised. The co-ordinator of the Centre attributes this to the late release of budget and delays in getting administrative sanction from the Government.

#### 9. Department of Collegiate Education

Till 1973, the efforts of the SCERT were directed towards the primary and secondary education. In order to take care of the needs of the higher education systems, a Collegiate Cell was started in 1973.

The Collegiate Cell's role is to plan, organise and provide administrative support for the various courses. It conducts induction courses for the lecturers of the junior and degree colleges; seminars and workshops for senior lecturers, and conferences for principals of junior and degree colleges.

The department is headed by a Professor. In addition there are two Readers, 5 Lecturers, and 2 Assistant Lecturers. The design of the content and methodology is done jointly by the

department and experienced faculty of colleges and universities. It also undertakes publication of the proceedings of the seminars and conferences and other material which could be used by the colleges.

The Collegiate cell is one of the few departments which has a distinct identity of its own. It serves a different group of clients and seems to enjoy greater support and recognition for its activities. In the first year it had a budget provision of Rs. 20,000, in the next year Rs. 50,000 and Rs. 1,50,000 in the third year. Further, the department has very little contact with the rest of the organisation. One gets the impression that the Collegiate Cell does not fit into the mainstream of the activities of SCERT. We therefore do not see why it should be located in the SCERT at all.

#### 10. Department of Educational Technology

This department was specifically created to look after the Satellite Instructional Television Experiment (SITE). Under this project which is totally funded by the Central Government, 400 T.V. sets have been installed in the rural areas of the State. Instructional programmes for students and teachers are telecast every day.



Instructors for operating these sets and handling the post telecast sessions have been trained by this department. In addition to this, Indian Space Research Organisation (ISRO) supplies monthly publications regarding the content of the programmes to be telecast during the month. The educational technology department gets these translated into the regional language and supplies them to the various centres.

### ISSUES FOR DISCUSSION

#### 1. Ambiguity in role and objectives:

SCERT came into being with the amalgamation of units engaged in different types of activities. Thereafter, no attempt was made to provide it with a set of overall goals and objectives. However, when one looks at the defined functions of each of the departments, one could regard that the emerging role for the SCERT as a unit is to work for the academic improvement. Unfortunately, it appears, that its client system have so far not drawn significant benefit.

- a) The individual departments have a fair amount of clarity regarding their goals and activities, whereas the goals and priorities of SCERT as such have remained vague.
- b) The Departments have neither their separate budgets nor any departmental projects, through which they can achieve at least their own goals.

- c) Most of the work for SCERT is initiated by the Government and the Directorate. Hence the priorities of SCERT are based not on a set of objectives but on the directives received from the Government from time to time.

The ambiguity in objectives is closely linked with the ambiguity in the role of the SCERT in the overall framework of the Directorate's tasks and objectives. SCERT is the academic wing of the Directorate. However, the academic tasks are also undertaken by various other agencies like DPI's Office, Commissioner of Examinations, Inspectors at the district level, etc. It may be useful here to draw a distinction between two kinds of academic activities which go on in the Directorate. These are -

- a) On-going activities which are essential for the maintenance of the academic system - this would include design of curriculum, approval of textbooks, conduct of Inspections, Examinations etc.
- b) Activities for development or improvement of the academic system, this would include training of teachers, assessing the relevance of the curriculum, research in the area of different modes of evaluation etc.

Theoretically, SCERT has the advisory role for the first set of activities and the primary responsibility for the second. However, its role vis-a-vis the implementing agencies (Board of Secondary Education, Directorate, Field level set up) is not very clear. Further, there are no linkages between the two. The only area in which SCERT's role is clear is the 'Inservice training' of teachers. Consequently, we find that in actual practice, SCERT has become just an Inservice Training Institution and has very little to do with research on curriculum, evaluation, teaching aids, etc.

## 2. Underutilizational of Professional Resources:

A direct consequence of this limited role of the SCERT is the underutilisation of its professional resources. Out of the 35 professional staff employed in the SCERT, about 25 have no work other than the SWAP. Most of the departments do not have a single departmental programme or project. As a result of this, the knowledge of the people working there is not being properly utilised. This is also perhaps the reason why, some of them come late to the Office, and leave early, particularly when the Director is not in office.

Besides contributing to a large scale waste of professional manpower which the education

department can illafford, this situation has also led to serious problems for the officers working in the SCERT. Lack of sufficient amount of work engenders frustration, and lack of job satisfaction. We feel that it is important to identify some of the factors which have led to this problem and take some remedial action. During our interview, we could identify the following major factors:

- a) Lack of funds
- b) Lack of autonomy and inappropriate rules
- c) People and Leadership

a) Lack of Funds

Most of the departments have not got any provision in the annual budgets for the last two years. The situation in some cases is so bad that every year proposals are sent as a matter of routine at the time of budget formulation. For example, in the case of one department the proposed grants have increased more than ten times during the last four years but the sanctioned grant has remained stagnant, at nil. The impact of this stingency is that departments are unable to take up any projects which involve field work. Even within the city

they do not have the resources to visit the schools or invite teachers to the SCERT.

The officers also consider their job as over after the proposals have been submitted. No attempt is made by them or by anyone else to follow them up and find out as to why these proposals are not accepted. We were informed that at no time do these officers learn the reasons for non-acceptance of their proposals, or how else can they improve their proposals in order to get them accepted. By withholding the funds, we are not sure, if the Education Department is trying to exercise economy in an appropriate manner. A substantial amount of investment in these officers is being wasted because the requisite amount of financial support needed to make them productive is not being provided.

b) Autonomy and Procedures:

The lack of adequate autonomy and the prevailing rules and procedures also contribute to the underutilisation. Even when certain amount has been sanctioned to a department or the SCERT, administrative approval has to be obtained from the Government for individual items of expenditure. This leads to unnecessary delays. Further, the funds are released sometime in August or September and they have to be spent

before the 10th of March of the next year. Thus for a substantial period of the year, SCERT exists without any funds at all. The compulsion to spend all the money in the prescribed time limits create pressures and hence rush jobs without adequate attention to quality are taken up.

The area in which lack of autonomy is most severely experienced and expressed pertains to publication. As a Government organisation, SCERT depends on the government press for its publications. A large number of instruction material, handouts, seminar proceedings, test items, etc, are lying in the SCERT as the council cannot undertake publications on its own. Though here again, without adequate funds it will be of little use if the SCERT is allowed to take up its own publication.

#### People and leadership:

Deficiencies in the system and lack of resources is of course one important factor contributing to this situation. However, at least some of the officers feel that a lot has to be said about the people working in the SCERT. They are of the opinion that funds and other resources can be obtained provided worthwhile projects are put forward and pursued properly. A lot of initiative has to be taken by the officers in SCERT itself. This does not

happen because of the kind of people recruited at the SCERT. It is interesting that most Officers in the SCERT think that there are two criteria for putting a person in SCERT. These are:

1. Either the individual wants to be in Hyderabad at any cost and / or
2. He is not wanted anywhere else and is hence put into the SCERT where he can do least damage.

Some other categories can be added to this list. For example, people who came here in order to avail of a promotion opportunity in case there are no other vacancies in that rank. To sum up, the prevalent opinion in the organisation is that most officers in SCERT are there not because they are interested in this kind of work but because of other considerations. Further, they are generally looking out for better opportunities to come their way and want to quit SCERT as soon as possible. A related aspect to this is the issue of leadership. As mentioned earlier, the tremendous instability in leadership and lack of proper direction has also contributed to the prevailing passivity of the organisation.

It appears to us that SCERT has got caught in the vicious circle of its 'inefficiency image'. The output of the organisation

both in concrete terms and in terms of impact it has created is not **substantial** enough. Hence, by and large others in the department view SCERT as of little help. And perhaps this image goes a long way in determining the resources provided to SCERT. And because it does not get resources and recognition, it therefore continues to perpetuate the same state of affairs. The task for the leaderships is to bring SCERT out of this gloomy situation and put it on a more confident footing. Needless to say that this kind of work requires specialised persons who are generally interested in academic and research work. Unless this is achieved little results can be expected.

### 3. Problems of Isolated Existence:

In spite of all the constraints mentioned above, some work gets done. The next question is: what is the relevance of this work and how is it put to use? SCERT today lives in a world of its own. It is cut off both from the grass-roots as well as the top. The only contact it has with people at the grass-roots levels is through their 'Inservice Programmes'. Many of the officers feel the need for action research for determining the needs of their clients, but the lack of funds again comes into their way. It is also our impression that some



of these officers are not equipped enough to undertake such research.

Further, the projects undertaken by SCERT on an experimental basis need to be universalised and implemented. Some one has to examine the implications of these findings and take some action on them. This has remained an ambiguous area. For example, the question papers set for the secondary school examinations are sent to the Evaluation Unit for its comments. But what happens to these comments is not known. Similarly, the Science Education Department has developed some cheaper kits. But unfortunately there is no one to ensure that these kits are manufactured on a large scale and made available to schools. There are many such examples where we felt that there is need for better co-ordination between the specialists and the implementing bodies. If the decisions regarding text-books and curriculum is to be taken in the DPI's office without involving these specialists, then why should there be a full-fledged department in the SCERT for 'Text Books and Curriculum', is something we failed to understand. In this context, it becomes essential that there be some clarity in the role of SCERT for introducing change at the school level. Further, there should be such linkages between the SCERT and the implementing bodies that the tasks undertaken by the former result into concrete action. At present these linkages have not been institutionalised partly

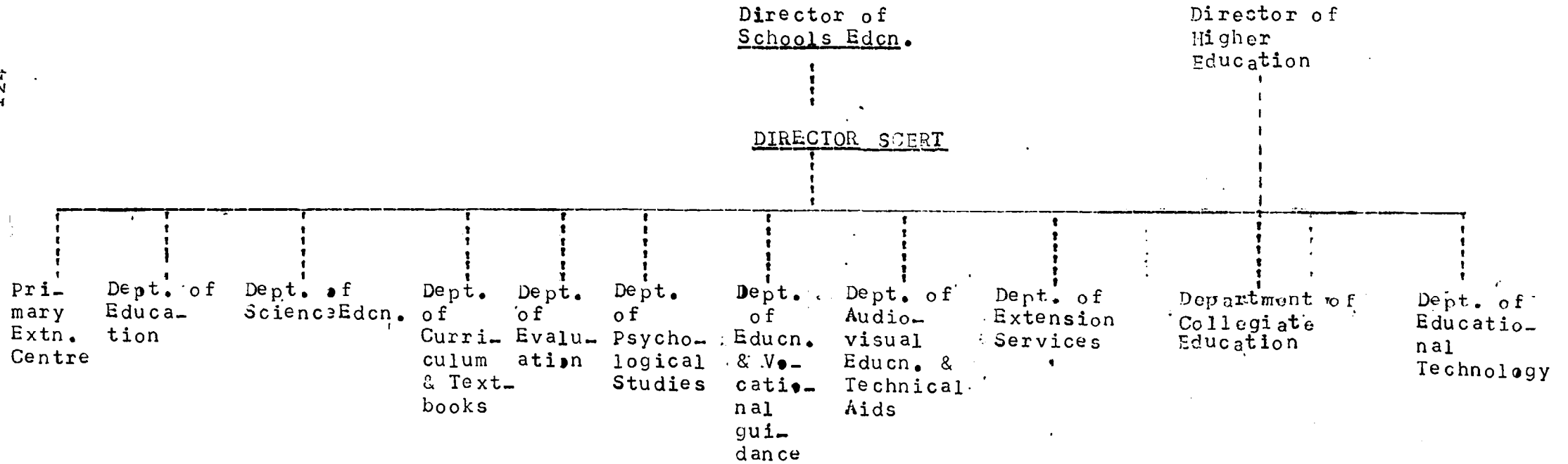
because of the system design itself, and perhaps also due to the low importance attached by the implementing bodies to the work done in SCERT.

### 3. Problems of internal Structuring:

The lack of departmental projects in the organisation has led to a situation where many of the departments have lost their identity. Since many of these departments become alive only at the time of the Statewide academic programmes, it becomes difficult to distinguish between the role of one department vis-a-vis others. In actual functioning of the organisation it makes very little difference whether an officer belongs to one department or another. This is of course not true of those departments who have some departmental projects. But, by and large, one gets the impression that the structure has become inoperative. It exists only on paper. This is not at all surprising in view of the major thrust of SCERT's tasks viz conducting In-service training programmes, it seems that the organisation was designed in view of certain primary tasks envisaged at that time. However, for the various reasons mentioned above these tasks have become secondary and consequently the structure does not reflect the existing reality of the organisation.

STATE COUNCIL FOR EDUCATIONAL RESEARCH & TRAINING  
ORGANISATION CHART

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## EXHIBIT - 22

S E C R E T

## BUDGET FOR THE LAST THREE YEARS.

ITEMS	1975-1976		1974-1975		1973-1974	
	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan
1. Salary	8,02,300	..	5,38,500	..	2,90,000	91,700
2. Wages-Rents and Taxes	9,600		10,600		12,000	
3. TA&DA of Officers	30,700		39,200			
4. Office Expenses	43,000		43,100		17,200	4,500
5. Publica- tions	22,600		25,200			18,000
6. M/c. & Equipment	10,000		10,000			2,71,000
7. Library	15,500		15,500			5,850
8. Miscella- neous	2,000		2,400			
9. SWAP - in- cluding TA-DA of teachers, handouts, equipment supplied to schools etc.		4,92,000		20,50,000		
10. Collegiate Cell		1,50,000		50,000		30,000

Contd.....

## EXHIBIT - 22 (Contd)

ITEMS	1975-76		1974-1975		1973-74	
	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan
11. Dept. of Curriculum and Text Books						5,400
12. Dept. of Audio-visual Education						4,500
13. Dept. of Vocational guidance						4,500
14. Dept. of Evaluation						5,400
15. Dept. of Psychological Studies						900
16. Dept. of Education						8,100
17. Dept. of Science Education						27,000
18. Non-formal education-pilot project		3,25,000				
<b>TOTAL:</b>	<b>9,35,700</b>	<b>9,67,000</b>	<b>6,84,500</b>	<b>21,00,000</b>	<b>3,19,200</b>	<b>4,78,050</b>

## EXHIBIT - 23.

COMPARISON OF SANCTIONED AND ACTUAL  
MANPOWER STRENGTH IN THE DEPARTMENTS  
OF SCERT

Department	Rank	Sanctioned Strength	Actual Strength	
1. Department of Education	Reader	4	1	
	Lecturers	4	3	
	Statistical Asstt.	1	1	
	Film Operator	1	1	6
		Total: 10		
2. Dept. of Science Education	Readers	5	1	
	Lecturers	5	1	
	Science Supvrs	2	1	3
		12		
3. Dept. of Curriculum and Text-books	Reader	1	1	
	Lecturers	6	5	
	Asstt. Lecturers	2	2	
		9		8
4. Dept. of Evaluation	Reader	1		
	Evaluation Officer	1		
	Statistical Asstt.	1		
	Asstt. Lecturers	5	5	5
		8		

## EXHIBIT - 23 (Contd.)

Department	Rank	Sanctioned Strength	Actual Strength
5. Dept. of Psychological Studies	Psychometrian and Hd. of the Department	1	-
	Psychologists	2	1
	Testing cum- Statistical Asstt.	1	1
		<u>4</u>	<u>2</u>
6. Dept. of Educn. & Vocational Guidance	Hd of the Dept.	1	-
	Counsellor	1	1
	Occupational - Information Officer	1	
	Psychologist	1	1
	School Guidance- Counsellors:	5	1
	<u>9</u>	<u>3</u>	
7. Dept. of Audio-Visual Edcn. & Teaching Aids.	Senior Audio- Visual Edcn. Specialist	1	
	Jr. Audio- visual specialist	2	
	Artists	2	
	<u>5</u>	<u>-</u>	

## EXHIBIT - 23 (Contd.)

Department	Rank	Sanctioned Strength	Actual Strength
8. Department of Extension Services	Head of the Dept.	1	
	Co-ordinator	<u>1</u>	<u>1</u>
		2	1
9. Department of Collegiate Education	Professor	1	1
	Lecturers	2	1
	Lecturers	5	5
	Asst. Lecturer	<u>2</u>	<u>2</u>
		10	9
10. Department of Educational Technology	Reader	1	1
	Script Writer	<u>2</u>	<u>1</u>
		3	2
GRAND TOTAL		...	<u>72</u>
			<u>39</u>



(E) Board of Intermediate Education

Board of Intermediate Studies was established by the State Government in 1968 with a view to looking after the academic aspects of intermediate education in the state. In 1971, the Board became a statutory body by the Andhra Pradesh Intermediate Act, 1971. Since then it has been working as an autonomous organisation. The Minister for Education is the Chairman of the Board. The Education Secretary is the Vice-Chairman and the other members of the Board include the Directors of Higher Education, Technical Education, Medical Services, Industries, Agriculture, Representatives of the universities, Selected principals of junior colleges and the Secretary of Board of Intermediate Education. The primary tasks of the Board are:

- 1) Laying down curricula and syllabi for the Intermediate Course, prescription of text-books, regulations providing for Courses of Study medium instructions.
- 2) Ensuring proper standards of instructions, inspection, grants of recognition of affiliation, laying down qualifications and work-load of teaching staff.
- 3) Conduct of intermediate examinations and award of certificates to the candidates.

The Board has appointed two Standing Committees -- The Standing Committee on Administration and Finance, and the Standing Committee on Academic Affairs. The membership of these committees and their functions are described in the following paragraphs.

STANDING COMMITTEE ON ADMINISTRATION AND FINANCE.

The Education Secretary is the Chairman of this Committee. The other members include the Director of Higher Education, the Director of Technical Education, the representatives from the Finance Department, the Secretary of the Board of Intermediate Education and three principals of the government colleges.

This Standing Committee is concerned with the financial matters and general administration of the Board. It lays down the broad policy framework for the Board. It also takes care of the various problems arising out of the interpretation of rules and regulations in day-to-day administration. Broadly, this Committee looks after the sanction of posts in the Board, formulation of service conditions of the employees, approval of the Board's budget and gives advice to the Chairman of the Board on all matters connected with finance.

STANDING COMMITTEE ON ACADEMIC MATTERS:

The membership of this committee consists of the Education Secretary, who is also the Chairman of this Committee, the Directors of Higher Education, Technical Education and Telugu Academy, the representatives of the three universities, selected principals of government junior colleges and the Secretary of the Board of Intermediate Education.

The Committee approves the syllabi for the Intermediate Course, lays down guidelines for the preparation of text-books, frames conditions for affiliation, and considers other matters of academic interest. The last item would include medium of instructions, qualifications of teaching staff, working hours of colleges, mal-practice cases, grants of autonomy to colleges etc.

In order to discharge these functions the committee appoints various sub-committees for different subjects. These sub-committees review the syllabi and text-books. The changes suggested by the sub-committee are sent for ratification and approval of the Standing Committee on Academic matters.

LINKAGES: WITH OTHER SYSTEMS:

Though the Intermediate Board is autonomous, it is linked to the Secretariat

through its ex-officio Chairman and Vice-Chairman who in their official positions are Education Minister and Education Secretary, respectively. The Director of Higher Education who is responsible for the administration of the government junior colleges is also a member of the Board and its sub-committees. Similarly, the Board has representatives from various other organisations like the universities, Directorate of Technical Education, Telugu Academy, Medical Services, Industries Agriculture, Finance and Junior Colleges. It has no role in the administrative aspects of these colleges. The Board is expected to exercise academic supervision over the various junior colleges.

#### ORGANISATIONAL STRUCTURE:

In addition to the Advisory Bodies mentioned above, the Board has a regular operational structure headed by a full time Secretary who is appointed by the State Government. The Secretary is assisted by five officers along with a large ministerial staff that helps him in various administrative functions of the office.

Next in the hierarchy to the Secretary is the Joint Secretary who looks after the general administration of the office and supervises the work of the three Deputy Secretaries. The personnel matters of the Board are partly looked after by the Joint Secretary and partly

by the Secretary. The various policies regarding the personnel functions are laid down by the Board. In the present set-up, the examinations, academic matters and accounts are the three wings of the administrative structure. The academic matters are looked after by a special officer who is of the rank of a Joint Secretary. The Accounts and examination work is looked after by the two deputy secretaries. In all, there are 13 Sections in the office, of which six are exclusively devoted to examination work. The rest deal with the academic work, establishment (personnel) matters, finance and accounting. The distribution of districts among these six examination sections, has been done on the basis of giving average number of districts to each section, that comes to around 3/4 districts for each section. (See exhibit 24 for the Organisation Chart of the Board).

#### FUNCTIONS OF THE BOARD:

The primary tasks of the Board have already been listed. The specific functions undertaken by the Board include:

1. Drafting of syllabi and approval of Text books;
2. Conduct of Inspection and granting affiliation;
3. Conduct of Examinations.

SYLLABI AND TEXT BOOKS:

The syllabi of the Intermediate Courses are drafted by sub-committees for different subjects constituted by the Standing Committee (Academic). The persons who constitute the sub-committees are the principals and senior lecturers, working in various intermediate and university degree colleges. The membership of the Committee is decided on the basis of the personal knowledge of the members of the Standing Committee. The syllabi drafted by the various sub-committees are presented to the Board in the final form for approval. As the Intermediate Education is of recent origin, the need for revision of syllabi has not been felt as yet.

Based on the syllabi, entries of the text books written by various authors are called for by the Intermediate Board. For each subject, at least three to four books are submitted by the publishers. The sub-committees look into the contents of these books and recommends the best for the approval by the Board. The accepted text-book is generally prescribed for a period of three years. A part of the income on text books is given to the Board, in a similar way as royalty is granted to the author. The text books on Telugu medium classes are prepared by the Telugu Academy. The Special Officer (Academic) assists the various sub-committees for this work. He does the initial spade work and provides administrative support to the sub-committees.

## 2. INSPECTION AND AFFILIATION:

Affiliation of Colleges requires that certain conditions laid down by the Board should be fulfilled. The government junior colleges are automatically affiliated to the Intermediate Board. In the case of private colleges, permission is to be obtained from the State Government. One of the conditions is that the management should raise a corpus funds of Rs. 1,00,000 under the joint account of the respective DEO and the Correspondent. In addition some other requirements for the affiliated colleges are appropriate physical facilities, adequate educational aids, qualified teachers etc.

These academic conditions require a thorough physical inspection of the college premises. The special Officer helps the Secretary in appointing an Inspection Commission of three to four members headed by a Senior Principal of a Degree College. The Board extends affiliation to the College, on the basis of the report submitted by the Inspection Commission. The recognition is normally not extended on a permanent basis. It will be a temporary recognition, usually for two years and after that it will be extended automatically, if the required fees are paid by the College. Thus after the first inspection it becomes a routine matter to extend the recognition year after year.

The teaching staff in the private colleges is appointed by the managements as and when there is a need for it. In order to have a firm check, over the teaching standards the Board appraises the qualifications of all newly appointed lecturers. The colleges send the bio-data of the staff appointed by them. The Board examines the qualifications of these persons and ratifies the decision taken by the private managements.

At present the inspections of junior colleges are undertaken only for the purpose of extending affiliation. The government colleges are not inspected at all. The Board plans to conduct inspection on a regular basis in order to have a periodic review of the functioning of junior colleges. For this purpose, it has decided to sanction 3 posts of specialists to form a permanent Academic Supervision Commission. The appointees will be of the cadre of Principals of Degree Colleges, and will be specialists in different subjects taught at the intermediate level. The specialists would conduct regular inspections with the help of lecturers drawn from various colleges. They would also act as Chairman of the different sub-committees.

### EXAMINATIONS:

Conduct of Intermediate examinations is another facet of the functions of the Board of Intermediate education. Its involvement in the examination work starts from issuing of



hall-tickets and goes right upto the announcement of results and issuing certificates.

The candidates studying in various junior colleges send their applications through their principals. The first screening of the applications is done by the principal. Thereafter the applications are processed in the office of the Board and Hall Tickets are issued to all eligible candidates. The admission of students into intermediate courses is made by the concerned Principals and the Board has no direct control over it. In such cases where the Principals have not adhered to all the rules at the time of giving admission, it becomes embarrassing for the Board to reject a Candidate after he has completed two years of study. Consequently the Board is now planning to have a check at the time of admissions itself, rather than at the time of commencement of the examinations. But it seems that for certain other requirements like attendance etc. the applications will have to be processed at the time of the Examinations. Thus the new procedure may solve the problem mentioned above, but may also lead to additional work and perhaps some duplication.

The next stage of the work is to decide about the conduct of examinations at various centres. This decision is taken by the Joint Secretary in consultation with the Deputy Secretary Examinations. Papers setters and examiners are appointed from a pooled list of potential candidates, initially prepared with the

help of personal data Sheets obtained from Junior and Degree Colleges. Appointments are made on the basis of seniority, competence and reliability of the candidates. Information on competence and reliability is provided by the concerned supervising officers. However, in practice seniority seems to be the most important criterion in these appointments.

At the end of each examination, answer scripts are coded according to a scheme for ensuring confidentiality. Spot valuation is done at various centres by the appointed examiners. The tabulated marks are sent to the office of the Board where they are consolidated for announcing of results. The Deputy Secretary holds the charge of issuing provisional Certificates and Memo of marks to the Candidates. Each year more than one lakh students take the Intermediate examination and hence this task is stupendous. Due to the cyclic nature of this work, there is heavy work load during the examination time.

Another area of operation for the Deputy Secretary is to deal with Mal-practice cases related to cheating or physical violence. In certain Police cases, the Deputy Secretary has to deal with the Court on behalf of the Board. Besides these, there is heavy rush of visitors at the Board including Students and their parents. They come to the Board either

in connection with enquiries or to obtain certificates and Mark sheets. Consequently there is always back log of work concerning the issue of original certificates.

#### MANAGEMENT OF FUNDS:-

The Board generates its own funds for its maintenance, growth, and development needs. It does not receive any grants from the government. Its major sources of revenue are:-

1. Examination fees,
2. Sale of Examination forms and Syllabi
3. Exemption of Attendance fees
4. Provisional Certificate fees
5. Affiliation fees from the Colleges
6. Recognition fees from the Students and
7. Share in the sale of Text books.

Being an autonomous body, the Board is free to manage its own funds. The decision regarding the charge of different types of fees etc. are taken by the Board. The Annual budget is also approved by the Board. The Deputy Secretary Accounts, looks after the accounting functions and implements the Policy decisions taken by the Board. Over the last 4 to 5 years, the Board has saved a sum of Rs. 45 lakhs. The Board has the autonomy to spend its savings for developmental purposes.

Issues for Discussion

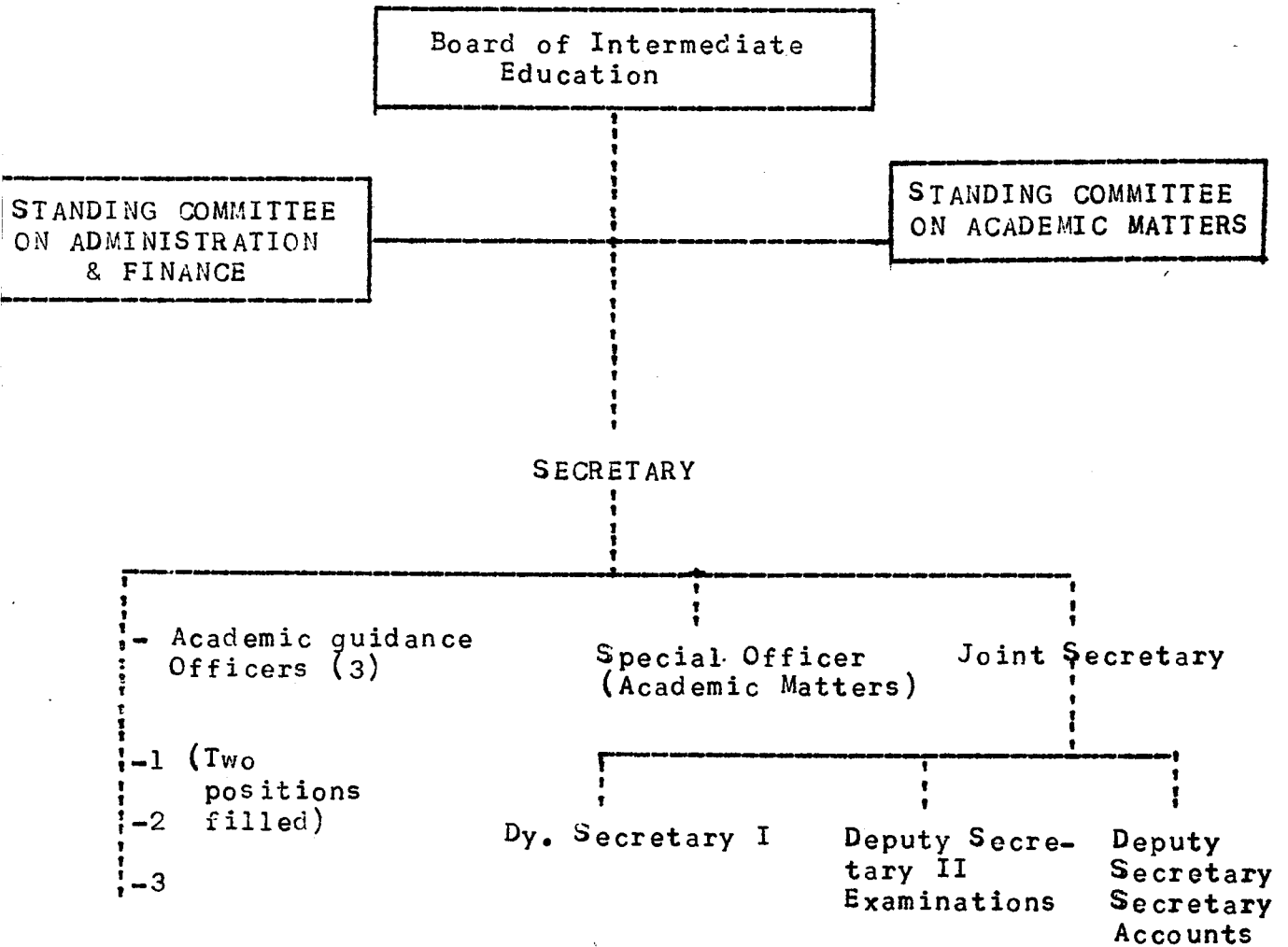
Contrary to the experience of the school education system, the segregation of academic and administrative matters seems to be working quite well in the case of intermediate education. The administration of junior colleges is left to the D.H.E. and private managements. The Board of Intermediate Education exercises only academic supervision. There do not seem to be any serious problems of co-ordination between the Intermediate Board and the Directorate of Higher Education. In this context, it is important to note that unlike the school education, inspection has not become a regular activity. It is possible that when the Board starts undertaking regular inspection work, some problems of co-ordination might arise, despite the fact that at present, the boundaries between the DHE and the Board are clearly demarcated. Hence it is important to foresee some of these problems and provide for appropriate mechanisms of co-ordination between the two.

At present, the major thrust of the Boards activities is on examinations. However, it appears that in future the board would lay more stress on its academic activities. This, indeed is a healthy trend, but care will have to be taken to ensure that the activities of the Board are well coordinated with the collegiate cell in the SCERT. Broadly, the collegiate cell is concerned with improvement of Junior and Degree colleges in the state. Consequently unless suitable mechanisms of coordination between the two are provided, the roles of these two agencies may clash with each other.

Another important issue pertains to the autonomy of the Board regarding its financial matters. The generation of surplus by the Board is indeed an encouraging sign but care will have to be taken to ensure that the decisions on charge of various fees are taken on rational basis and not merely for the sake of generating revenue. In order to do this, it is essential to introduce some cost accounting in the organisation. This should help in relating the fee structure to the expenses incurred for various purposes.

Exhibit - 24

Board of Intermediate Education - Organization Chart



(F) FIELD ORGANISATION  
AT DISTRICT AND BLOCK LEVEL

Education is being imparted in various types of institutions. Most of the primary and secondary schools are run by the local bodies. The various Zilla Parishads manage about 70 per cent of the high schools in the State. The number of primary schools run by the Panchayat Samithis, account for about 90 per cent of the primary schools in the State. In the municipal areas of the Andhra Region schools are run by the municipal boards. In addition to this some schools are managed by various private bodies, some of which receive regular grants from the Government. Finally, both the State Government and the Central Government are also in the business of running schools in the State. In Exhibit-25 we have given the number of schools, students and teachers under the different managements.

The Education Departments Offices at the District and Block level have the total responsibility for the management of the Government Schools. In the case of other recognised schools they look after the academic matters. The administration of the schools is the responsibility of the concerned managements. However, here again, the field offices have the responsibility for regulating their day-to-day administration and ensuring that all the rules laid down by the Education Department are adhered to.

The District Education Office constitutes an important link between the schools and the managements, on the one hand, and the directorate, on the other. It receives all the policy guidelines and various other instructions from the Directorate. It also has to work in close collaboration with the other government offices at the district level, particularly the offices of the Zilla Parishads and Panchayat Samithis. In both these offices, the Education Department has its representatives. These are the Deputy Secretary, Education, in the case of Zilla Parishad, and Extension Officer-Education in the case of Panchayat Samithis. Both these officials are departmental employees and have been deputed to the local bodies.

The main objectives of the district education office are as follows:

1. to plan the educational activities of the district,
2. to manage the government schools
3. to regulate the working of the public-body and private schools, i.e. ensuring adherence to government rules and regulations.
4. to assess the quality of schools (through Inspections) and their outputs (Examinations)
5. to release funds to the private managements and ensure their proper utilisation and



6. to work towards improvement of the education system in the district.

### INTERNAL STRUCTURE

The field organisation is headed by a District Educational Officer who is of the rank of the Deputy Director in the State Government. The DEO is supported by an academic wing whose main task is to conduct inspections of schools. This wing comprises the Gazetted Inspectors and Deputy Inspectors. Until recently, the Gazetted Inspectors were attached to the office of the DEO. But now, they have been placed in the revenue divisions. The Deputy Inspectors are attached to the block headquarters. The Gazetted Inspectors inspect the high schools whereas the primary and upper primary schools are inspected by the Deputy Inspectors. Each Deputy Inspector looks after a particular block of the district. However, in such cases where the number of schools in a block is very large, he may be assisted by one or more junior Deputy Inspectors. High schools are divided among the Gazetted Inspectors who do not have any fixed geographical territory. Both the Gazetted Inspectors as well as the Deputy Inspectors report directly to the District Educational Officer.

In addition to the academic wing, the DEO is assisted by certain administrative personnel. These are headed by an Office Superintendent and they look after the establishment. Personnel, Accounts matters of the district.

The administration of local body schools is looked after by the Deputy Secretary (Education) in Zilla Parishad, for Secondary Schools and Extension Officer (Education) in Panchayat Samiti for Primary Schools.

The Deputy Secretary (Education) works under the Secretary and the Chairman of the Zilla Parishad. He looks after all the day-to-day administrative matters of the Zilla Parishad Secondary Schools and provides Liaison between the Zilla Parishad and the Education department.

The Extension Officer (Education) works under the Block Development Officer (B.D.O.) and the President of the Panchayat Samithi. Besides looking after the day-to-day administration of Samithi Schools, he is also responsible for the "mid-day" meal scheme, welfare hostels and extension work in the block. He is expected to generate commitment in the community for educational programmes. However, in practice, most of his time is spent in routine administrative matters, implementation of the mid-day meal scheme and administrative inspection of schools and hostels.

Most decisions (e.g. recruitment, placement, transfers, opening/upgrading of schools) are made by the Zilla Parishad Chairman and Samithi President. The role of the Deputy

Secretary and Extension Officers is confined to providing administrative support to these elected representatives. See Exhibit 26 for the Organisation Chart at the field level.

### MAJOR ACTIVITIES

In order to achieve its objectives the Field level set up has to undertake a number of activities. These could be broadly classified under the following heads:

1. Personnel
2. Financial, and
3. Academic.

#### 1. Personnel

The D.E.O's office is directly involved in the personnel administration of teachers working in Government schools. In view of its regulatory role for other types of schools, it has a significant role in the personnel administration of teachers working in Public body and Private schools as well. Some of the important personnel functions in which the D.E.O's office is involved are as follows:

##### (a) Selection & Placement

The selection is done by a selection committee, which is headed by the DEO. The placement of certain categories of teachers is done by the DEO.

In the case of local-body schools, the School Assistants are appointed by the District Selection Committee of which the D.E.O. is a member. However, in many districts, this committee has not met for the last five years and the appointments have been made on a temporary basis by the Zilla Parishad Chairman. The non-graduate teachers in the Panchayat Samithi Schools are appointed by the President of the Panchayat Samithi. Recruitment of all graduate trained teachers working in Samithi Schools are made by the Zilla - Parishads. In the case of private-aided schools, the DEO is a member of the selection committee, but does not have, any veto powers. All the schools are expected to obtain a list of applicants from the district Employment Exchange, but this rule is often not adhered to. The placement of the teachers is done by the respective managements in accordance with the requirements of the Schools. Since most of the Schools are under-staffed, often the teachers have to be placed with little regard for their specialisation.

For sanctioning of new posts in all types of schools, the role of the DEO's Office is confined to routing the various proposals to the Directorate.

(b) Salary Administration

Salaries of school personnel are disbursed differently for the three kinds of management

groups, that is, local body school teachers, Government teachers and aided school teachers. As far as the government schools are concerned, there is post-auditing, but for local body schools, there is pre-auditing. The pre-auditing is done by the District Treasury of the Local Fund Authority. In addition to this, there is also the regular audit carried out by the Local Fund Examiner and the A.Gs' Auditors.

Salary Administration in urban schools is done by Deputy Inspectors of urban areas, since they hold the charge of drawing the salaries of all elementary and upper primary schools under them. Each block of Panchayat Samithi has made headmaster of a Central School (so designated for salary administration), in charge of all such matters relating to salary and increments etc. All Panchayat Samithi bills are countersigned after verification of the budgetary provision released by the D.E.O., preliminary audit and checking is done by the Panchayat Samithi, and then bills are submitted to the Examiner, Local Fund Accounts for the purpose of preauditing. On the basis of this letter of credit, which is also taken note of by the District Treasury Officer, cheque is issued by the Panchayat Samithi to the Headmaster of Central School, who, in turn, gets in encashed and disburses the money among the teachers after taking signature in acquittance roll.

Both, the Gazetted as well as the non-gazetted headmasters of schools are competent to draw the salaries of their staff on their own. The headmasters prepare and submit the bills to the A.P. Office for onward transmission to the L.B.A.

In the case of aided school teachers, letter of credit is issued against the sanctioned provision of salaries, which is regularly released by the Director of School Education, once each year. In the case of government schools where gazetted headmaster is not holding the charge, salary bills should be routed through the District Educational Officer concerned.

Finally, in the case of some aided schools, the salaries of teachers are disbursed directly by the District Education Office. This is in response to the growing complaint that teachers in these aided schools were not getting their salaries.

(c) Promotions

Promotions up to the level of School Assistants Grade-II are done by the D.E.Os in the case of Government schools. For Zilla Parishad teachers, the promoting authority is the Chairman, Zilla Parishad. The stated criteria for promotions are seniority and merit. However, in practice very little stress is placed on

merit and most promotions are effected on the basis of seniority. Thus, the major task of the District Education Office in this regard is to maintain the seniority lists of different cadres of teachers. Confidential reports are used to ensure that there is no negative remark against the individual. Each year the headmasters send the confidential reports of their teachers to the DEO.

(d) Transfers

Transfers of teachers are made by the concerned managements. However, the managements have to operate within the frame work of rules and regulations laid down by the department. For instance, no teacher should be transferred in the middle of an academic year. But there have been instances when teachers have been transferred as many as six times during a year. On the other hand there are also teachers who have stayed in their native places for more than five to six years. There is a general feeling amongst teachers in public body schools that transfers are affected on the whims and fancies of the non-officials (See Table-22)

(e) Pension and Provident Fund

Till recently the retirement benefits for teachers differed for the various types of schools. The teachers working in government schools enjoyed the facility of pension whereas others did not. However, now a uniform practice has been adopted for all teachers. The procedure for granting pension is complex and requires verification at various levels. For instance, the number of signatures to be made by the DEO for each pension case run well into three figures. Further, since each case has to go up to the A.G's Office, considerable delay takes place before the cases are settled.

In the case of Provident Fund there is the problem of maintaining accounts. The local bodies which have to maintain these accounts carry a huge back log of 2 to 3 years. But of late, we understand, a huge amount of back-log has been cleared. It is alleged that in certain cases the money is diverted to other purposes. Whether or not this is true, there certainly is a need to streamline these procedures.

(f) Grievance Machinery

The collective issues of teachers are handled through their associations. There are a number of associations working in the different parts of the State. The associations negotiate



at all levels - District Education Office, Directorate, Secretariat and eventually the Minister. Quite often, they tend to short circuit the procedure by approaching the elected representatives and other influential people.

For individual cases, the D.E.O. is the first appellate authority. Teachers working in the public body and private schools come to the DEO with a variety of appeals and complaints against their managements. Since the DEO is not in a position to take any action against the managements, the Directorate and some times even the Secretariat gets involved in the individual cases.

## 2. Finance

The District Education Office has the responsibility for releasing grants to the different managements and ensuring proper utilisation of these funds. The salary bills of the aided and public body schools are met entirely by the Education Department. In addition, the schools also receive a 'Maintenance Grant' which is a fixed percentage of the salary bill. At present the maintenance grant is at 10% of the salary grant for both, the local body, as well as the private aided schools. We understand that the Government is now considering to reduce it to 6%.

The decision to admit a school to government aid is taken by the Secretariat. Once a

school has been admitted to aid, the allocation of funds is done on the basis of a fixed formula. Consequently at the district level very little discretion or decision making is required. The District Education Office advances the funds to the aided managements. The final settlement of accounts is done after the audit at the end of the financial year. For this purpose there is an auditor in the District Education Office who looks after two or more districts.

The District Education Office is also involved in the formulation of the annual budget. The different managements (including public bodies) have to send their requirements and all the necessary data to the DEO. The DEO collates them and passes them on to the Directorate.

Finally, the DEO processes requests for sanctioning of new posts, and for additional grants for certain specific purposes. It also processes requests for admitting a School to Government aid. But in all these areas, it does not have any decision making powers.

### 3. Academic

Inspection is the most important academic activity at the field level. Both gazetted Inspectors and Deputy Inspectors spend most of their time in conducting Inspections and would like to increase it even further (please see

Tables 6 & 12). The Inspectors have a broad school visiting programme for evaluating the standards of teaching in schools, methodology of teaching used, physical conditions etc. For this purpose, three visits are envisaged. These are -

1. Annual Inspection
2. Follow-up visits and
3. Surprise Visits

The norm for number of schools per Inspector is 40. But in practice, no inspector has less than 60 schools and some have even more than 100. Consequently many schools remain uninspected for two or more number of years at a stretch.

During Inspection, the Inspectors check the various records (e.g. Attendance, Special fee accounts etc.), examine the various facilities and their usage and physical conditions. They also assess the teaching of all the teachers in the class. The observations of the Inspectors are compiled in a standardized form called 'Tabular Inspection Report.' Copies of this report are sent to the headmasters of schools, concerned management and the District Educational Officer. The reports carry suggestions for improving the teaching technology, additional physical resources and recommendations for disciplinary action against teachers. The follow up action on the

inspection reports is taken by the Schools and their managements. The schools have to submit a "Rectification - Report" to the District Educational Officer stating what actions they have taken on the Inspection Report. There is a growing feeling amongst the Inspecting Staff that their reports do not lead to any specific action and managements, particularly the public bodies have little respect for their reports.

The DEO is responsible for supervising the Inspection activity in the District. The Inspectors submit their monthly plans for inspection and at the end of the month send a statement showing the number of schools inspected/visited by them. They also send a copy of the Inspection Report to the D.E.O. However, it is humanly impossible for the DEO to go through all the individual reports. Also, there being no other way through which he can check the quality of inspections, his major emphasis is on whether or not an inspector has completed the required number of inspections and visits. Further, the DEO's seem equally helpless in ensuring any follow-up action on the Inspection Reports.

The second major academic activity is the Conduct of Examinations. For Class VII there used to be districtwise common examinations; which have now been changed to "State-wise." The various activities involved in this include:

appointment of paper setters Supervision over examination centres, appointment of examiners, tabulation of marks and announcement of results. The DEO along with his Inspecting Staff look after all these activities.

The District Education Office also helps the Commissionerate for the conduct of Class X examinations. Their role include, sending the seniority list of teachers to the Commissionerate for appointment of examiners, supervision over centres, distribution of question papers, spot valuation and tabulation of marks.

During the examination time, the entire academic wing gets busy in this work. This is particularly true of the Gazetted Inspectors who spend about 9.5 per cent of their total time on Examination work. The Deputy Inspectors estimate that they have to spend about 7 per cent of their time on this work. However, both the groups view this work as somewhat external to their jobs and would like to reduce the proportion of time on this activity (Please see Tables 6 & 12).

Finally, for many academic matters the District Office acts as a link between the schools and the State level organisations. It organises seminars and conferences on behalf of the SCERT, supervises the distribution of nationalised text books, processes recognition cases and sends its

recommendations to the Directorate, helps in implementation of new schemes etc,

### ISSUES FOR DISCUSSION

In the following paragraphs we have tried to raise some issues which need to be tackled at the field level. We have not attempted to provide any answers to these questions. The attempt has been to understand the inter-play of the various factors and their impact on the achievement of educational tasks at the field.

For convenience of presentation we have grouped these issues and questions in six broad headings. Needless, to say none of them exist in isolation and cannot be tackled independently. These are :

1. Issues of Strategy formulation and Organisational Design

Though the end results of the educational set-up are not directly measurable, there are some indicators of effectiveness, viz. literacy rate, growth in number of schools and enrollment, attendance and drop out rate, physical conditions existing in the schools, results in public examinations etc. To some extent, these various goals clash with each other. For instance, growth in

enrollment may lead to increase drop-out rate, growth in number of schools will influence the physical conditions of the schools (given a resource constraint), the quality of teaching and consequently the results in public examinations. Hence it becomes important to establish priorities among these various goals, ensure their psychological acceptance by people who have to translate these policies into action, and institutionalise norms and procedures which are consistent with the strategy. Our impression is that lack of this has created many problems in the system. The strategy of the Government has been of growth - particularly in number of schools as against improvement or expansion of existing schools. The statewide statistics indicate that during the last 18 years enrollment per high school has reduced by half. Similarly, enrollment per upper primary school has reduced to one fourth. At this stage it is irrelevant to discuss the desirability of this strategy. Hence we would only try to understand the process by which this strategy was formulated and implemented and what have been its implications.

Our impression is that this strategy is really an aggregate of a series of ad hoc response to individual stimuli. The public bodies responded to the increasing public pressure for more and more high schools and upper primary schools.

The department did not have a viable machinery which could either respond quickly or exercise any influence on what was happening. Consequently, the local bodies did what they wanted and the department on its part found it difficult in preventing the local bodies from doing things which were contrary to the established policies. For instance, schools were opened without prior permission of the department and later on pressures were exercised over the DEO to grant or recommend permission and recognition. At no stage any attempt was made to formulate the policy in a methodical manner and ensure commitment of lower levels. Consequently the departmental people could not accept the implications of this strategy. Even today, at least, some of them feel that half of the schools should be closed because they do not meet the specifications as laid down by the department. Also there is high dissatisfaction with prevailing physical conditions and academic standards among officials and teachers. (See tables 16, 18 & 21).

The norms, procedures and structure which may have had some utility for a limited number of schools, were never modified suitably to cope with the growth in numbers. Consequently, we have a situation where most of the schools have to be recognised year after year because they cannot be given permanent recognition. Further since most matters continue to be centralised, even routine things take a long time before they are settled. With this growth, one would expect



that the district should have become a viable unit of management and most matters should be settled at that level. However, the reality is quite different.

Another consequence of the growth has been that the number of schools particularly in Z.P. and Municipal Corporations has become quite unmanageable. These schools remain neglected and often they have no one to go to in case they need any help. Similarly the number of schools per inspector has increased enormously. Since the process of conducting inspections and writing reports remains the same, a good amount of schools remain uninspected every year.

Coupled with the centralisation is the problem of lack of any feed-back mechanism. On such matters where decisions have to be necessarily centralised (e.g. curriculum design) there should be some mechanism for understanding the problems at the lower levels. Otherwise it is quite likely that these decisions may have very little relevance for the lower levels and they may be implemented, with only partial commitment.

A striking example of this phenomenon is the unfavourable reaction of both the teachers and officials against the 'non-detention' and 'new evaluation' policy of the Government. Removal

of the non-detention policy is the most frequently made suggestion by our teacher respondents (see Table 23). It is possible that this is an exception rather than the rule and hence it might be a little hasty to conclude that the commitment to all policy decision is lacking. Here we would only like to stress that this is quite likely to happen in view of the fact that there is no involvement either of the teachers or of the district level officials at the time of policy formulation. Hence these people have to implement policy towards which they have their own reservations. Thus even if the policy decisions are the best possible under the circumstances still it is unlikely that they would be implemented in the proper spirit.

## 2. The Issues of duality and power structure

The splitting of tasks and responsibilities between the department and the public bodies is another area which needs to be examined.

Although there is a split between administrative and technical control, with the technical control remaining with the department, the priority given by the inspecting staff when they visit or inspect a school would tend to indicate quite the contrary. Checking of records is given first priority with control of academic standards taking only the second place.

The distinction between academic and administrative control exists only on paper. In the field it is very difficult to operationalise this distinction. For instance, the attendance of teachers and students, availability of teaching material and equipment, qualifications of teachers, etc., cannot be totally put in any of the two bodies. We understand that now attempts are being made in formally assigning the Extension Officers the task of inspection. Which means that the roles of the Dy. Inspectors and the Extension Officers will become almost identical.

Further, even in areas where this distinction can be made, they can still not be tackled in isolation. For example, the quality of teaching is linked with administrative actions like appointments and disciplinary action. The tasks cannot be achieved unless there is coordination between these two bodies. Theoretically it is expected that this coordination will be achieved through the inspection reports. In practice, the importance given to these reports by the public bodies is not even a fraction of the importance they give to their own sources of information particularly elected representatives.

Thus we find that follow up of Inspector's reports is seen as a low priority item by both Deputy Secretaries and Extension Officers (See tables 7 & 13). On the other hand neither

Deputy Inspectors nor Gazetted Inspectors attach any importance to achieving cooperation from public bodies in order to follow up the recommendations made in the inspection report. (See Tables 4 & 10). The situation is even worse in case of secondary education where the Gazetted Inspectors and Deputy Secretaries do not even view each other as of any importance in achievement of their own objectives (See tables 5 & 8).

Thus we have a situation where

- i. the tasks of the two sub-systems are over-lapping and not clearly differentiated and
- ii. Wherever they are differentiated, they still remain interdependent and the prevailing system of coordinating them has become ineffective.

The outcome of this situation is "abdication" of responsibility by all concerned and antagonism between the two groups. This is precisely what has happened in the district educational administration today.

No one in the district seems to be accountable for any result areas like drop-out rate physical conditions of schools, trends in enrollment and results in public examinations. (See tables 1, 4, 7, 10 & 13). The frequently used scapegoats are:

- i. "We do not have adequate authority to ensure results", and
- ii. "the government does not provide adequate funds."

Whatever accountability exists is for procedures rather than results. The prevailing attitude seems to be "so long as I have followed all the rules and performed all the rituals in time, no one can ask me any question".

During our field visits, we observed that some friction exists between the departmental people and the local bodies. Each feels the other interferes in its work. The officials feel that all funds are provided by the department, and the local bodies do what they want to with the money. On the other hand, the non-officials feel that the department causes unnecessary delays and restricts their autonomy.

By and large, these problems are faced more by the officials and not so much by the non-officials. The non-officials feel quite confident and comfortable in ignoring what the officials have to say. Because they can get what they want without the help of the officials. On the other hand the officials seem to be caught in their feelings of fear and consequent hostility towards the non-officials. They seem to have resigned to the "helpless Observer" image of themselves. The net result of all this is a

total lack of understanding and coordination between the two groups. Thus there is high level of dissatisfaction among the Inspectors regarding cooperation from public bodies (see table 16) and most of them feel that there is too much interference from the public bodies (Table 17 & 18).

The problems of coordination are augmented by the imbalance in the prevailing power structure. In our understanding the power structure is heavily tilted on the side of the public bodies. Structurally the DEO has more power over the Z.P. Chairman than what the latter has vis-a-vis the former. The DEO can get the decisions of the Z.P. Chairman modified but the reverse can never happen. Operationally, the Z.P. Chairman is much more powerful. This, then, is a clear contradiction between the structure and the existing reality.

Part of the problem arises from the fact that DEO's powers and authority are essentially negative in character. He can prevent (at least theoretically) others from doing certain things - but can do very little on his own. Thus he is more of a restraining influence rather than a positive initiator. The D.E.O's on the one hand strongly feel the need for more powers and authority (Table 17) but they also agree (some of them whole heartedly) that there are so many pressures that they cannot even exercise some of their

existing powers. Further they strongly feel that there is too much of interference from outsiders and public bodies (Table 17). Thus along with the need for more powers there is also the fear of increased pressures which the additional powers will generate.

To sum up, the existing duality at the field level has led to loss of influence of the departmental representatives, duplication, confusion in accountability and hostility between the two groups.

### 3. Personnel Management

Administrative procedures appeared to us time consuming and we felt that routine matters take a long time before they are settled. Delays in disbursement of salary of temporary teachers, and officers who have been transferred, backlog of PF Accounts etc. are frequent occurrences. We understand that the number of signatures and counter signatures to be made by the DEO for settlement of each pension case runs into three figures. It takes at least a year before P.F. account is settled. The employee has to face undue hardships and the administration has to deal with huge amount of backlog.

Teachers and headmasters in all types of schools disagree with the statement that 'In the existing set up routine personnel matters are settled smoothly without any delay' (Table 22). This is particularly true in case of public body schools.

Further, teachers feel insecure, under pressure and harassed by their respective managements. They strongly feel that transfers are made on the whims and fancies of influential people (see table 22).

Instances are known when teachers get transferred more than six times during one academic year. In private schools harassment is caused not by transfers but through other means, like stoppage of increments suspension and termination of services. Earlier there was also the problem of teachers not getting their fully salary. However, now we understand that this problem has been more or less solved. By and large, the feeling among teachers is that managements take disciplinary action on their own without due regard to the rules and regulations formulated by the department. Further, there is a strong preference for working in government schools among all categories of teachers (see table 19). Security and fair treatment are seen as the major advantages of Government schools.



Finally, lack of punishment seems to be the only reward for both teachers and officials. No positive rewards either in financial terms or otherwise exist in the system. The confidential reports are of no consequence - so long as they do not include any negative remark. Further, the opportunities for promotion are severely limited. Every one seems to be extremely dissatisfied with the chances of his promotion - particularly the Extension Officers and the Deputy Inspectors (Tables 16 & 18). We also observe that out of the 12 items used by us 'chances of promotion' accounts for the maximum dissatisfaction.

To the extent that some kind of reward is essential for maintaining morale and motivation of the teachers and officials - this is a serious lacuna in the system.

#### 4. Utilisation of Funds

The end-results of education being intangible and not directly measurable, it is very difficult to ascertain whether the money spent by the Government is being utilised effectively or not. Further, at the district level there is very little discretion in allocation of funds. Hence at the district level at best it can be ensured that the funds are being expended on 'admissible' items. This rather limited scope

in the management of funds is also not free of problems. Often there are complaints regarding misappropriation, transference etc. particularly in the case of aided schools.

In the case of Public body schools, earlier the Educational funds were merged with the General funds of the public bodies and it is believed that transference was quite frequent. Now that the Educational funds have to be separately accounted for, there is no such problem. Auditing of Schools accounts in case of Z.P. Schools is done by the Local Funds Examiner. We understand that Audit objections dating back upto 1960 are still pending. In some cases nothing could be done because of political pressures and in many others the objections are so trivial that more money is being wasted in pursuing them than what would be recovered if at all.

The funds are advanced to the aided managements every month for meeting their expenses. The final settlement of accounts takes place at the end of the financial year after the departmental audit. This audit is conducted by the Auditor in the DEO's Office (one for two Districts) who checks both accounts and other rules and regulations pertaining to appointment personnel matters etc. The main aspects examined by the Auditor are 'Special fees' and management grants. The auditor is not competent to look

into the management accounts of the Schools and hence several issues like collection of tuition fees and donations, transference of funds between institutions run by the same management, mis-appropriations etc. go unexamined.

Till recently there were a lot of complaints about the teachers in private schools not getting their full salary on time. Now the DEO can order direct payment of salaries to teachers in schools where there are any such complaints. Similarly, in the case of ad hoc grants, in some cases the DEO has ordered direct payment to the teachers concerned. This has helped considerably in solving these problems. But in the DEOs opinion there are many schools where the teachers are so scared that they will not even come and complain to the DEO.

The private schools which get aid from the government are expected to follow the rules and regulations as laid down by the department. In case they don't, the DEO can withhold funds or recommend stoppage of grants. Both of these are extreme measures and rarely resorted to. This is because of two reasons.

- i) The pressures from different sources and
- ii) The sufferers of such action would be the teachers and not the managements.

Thus we get the impression that in the present system the DEO can to some extent ensure that the funds released by the department reach the teachers concerned but not their utilisation for educational purposes. For instance we came across a school with enrollment of 120 students and average attendance of 15 to 20 teaching strength of five teachers out of whom four were absent, located in a small hut which cannot accommodate more than 30 persons, and this school had been getting ad hoc grants of about Rs. 10,000 every year.

##### 5. Improvement in Schools

The problem stated above eventually results into schools with poor physical conditions, high drop-out rates, low quality of teaching and poor results in public examinations. As has already been stated in the existing system no one can be held responsible for any of these.

As far as the physical conditions of the schools are concerned, it is stated that lack of funds is a major constraint. This of course is true to a great extent. However, we also feel that no one has taken any interest or any initiative to improve the existing state of affairs.

Earlier the public bodies were more generous in diverting their funds to Educational

purposes, particularly for opening of new schools. In one district, over the years the Z.P. has spent a sum of Rs. 30 lakhs from its resources which is yet to be reimbursed by the Government. It is quite possible that this was combined with diversion of Education funds to other purposes as well. Now that the Educational funds have to be separately accounted; the inflow of funds for education has also stopped. The second factor in this respect is the decline in the pressure for opening new schools. It is our impression that the public bodies have greater interest in opening of new schools rather than in improvement of the existing ones. Thus the task of providing improved accommodation and equipment to these schools remains neglected partly because of lack of funds but mainly because of lack of interest and initiative. Our hunch is that even if additional funds are provided it would still be difficult to bring about improvement in the physical conditions of the schools. On the other hand we feel that funds can be generated from the Community - (at least in case of urban areas) provided there is some one to ensure their proper utilisation. However, the public bodies have not been able to do this - one because of the huge number of schools in their jurisdiction and lack of intermediary levels (between schools and Z.P.) and secondly because the major interests of the non-officials vis-a-vis schools are appointments and transfers for obvious political reasons.

In this regard it may be useful to note that teachers and headmasters from government and public body schools are particularly dissatisfied with physical facilities and equipment available to them (see Table 21). Moreover, the public body teachers feel that public bodies are of no help in solving the problems of the teachers and their involvement has not helped in bringing any improvement in the schools (see Table 22).

As regards the inspections carried out by the Gazetted Inspectors and Deputy Inspectors, we find that emphasis is more on administrative aspect such as, checking attendance, and whether the records are being maintained or not by the schools and teachers. This is done at the cost of academic work such as, the methods of teaching etc.

Inspections are conducted reports written reviewed and sent to all concerned. But what comes out of them? They do not lead to any follow-up action or improvement. In most cases, the managements admit that they do not even go through these and from the point of view of teachers, they are nothing beyond an exercise in finding faults. Almost all the teachers feel very strongly that it would be much better if the

Inspectors try to understand the problem of the teachers rather than finding faults (see table 22)

One reason for this is that the inspectors have a large number of schools under their jurisdiction. Hence they have very little time to discuss with the teacher about how he can improve. Another problem in this respect is that the Inspector regardless of his qualifications, inspects classes in all subjects. If the inspecting process is to be carried effectively to the counseling stage, the official must necessarily have some competence in the subject being taught. Of course it is not feasible to have an inspector for every subject. Via media would be to divide subject into two groups of science and humanities. The inspectors can then work in pairs.

We also find that at least some of the teachers view Inspection as helpful in improvement of the academic standards (see Table 22). We are more inclined to attribute this to the personal skills and competence of the Inspectors who have been able to give some help to the teachers and schools in face of the apparent futility of the formal systems for doing this.

Needless to say, many of these problems can be traced to the broader environment to which the schools belong. For instance, the poor physical conditions of schools is an outcome of

the economic situation, and high drop-out rates are linked with the social and economic factors. To a large extent at least some of these environmental factors will have to be accepted as constraints. But there is need to guard against the temptation of blaming the environment for all that is happening. In a situation where the tasks of the system are so closely linked with the environmental forces, the leadership necessarily has to take up the task of creating an impact on the environment and responding to it in a pro-active manner. This up till now has remained a neglected task. That in nearly three decades of independence we have overlooked the fact that summers are not the right time for vacation in rural schools, just goes to show that we have not been responsive enough to the environmental needs and forces.

To some extent the task of integration with the environment will have to be performed at the top level. Nevertheless there are at least two broad areas in which the district and the block level people can make a contribution.

These are -

1. Identifying and using the opportunities available, e.g., generation of funds, mobilization of other resources etc.
2. Identifying the problems which are causing difficulty in achievement of the educational tasks. If possible, solve them at their level or at least feed them to the State level machinery.



If this is to be achieved, at least two things will have to be done.

1. Increasing the autonomy at lower levels; and
2. Installing a feed-back mechanism from the gross-roots to the policy making levels, so that effective corrective action can be initiated and to ensure that the lower levels exercise their autonomy within a controlled framework.

6. Role and Influence of the Departmental People

The various issues raised earlier lead to a central question - What is the role of the department's representatives in the district and how far have they been able to influence the educational activities and decisions pertaining to educational administration? Our observation is that their influence has been limited. In most matters decisions are taken either by the directorate or by the managements.

For instance, schools are opened without prior permission of the department, transfers are effected without DEO being informed, disciplinary actions are taken without involving the DEO, appointments are made without due regard to the specifications laid down by the department, and the DEO finds it difficult to prevent local authorities from doing all this. On the other hand, the Directorate allocates.....

funds to the various schools without involving the DEO. DEO has no say either in design of the curriculum or at the time of policy formulation. Consequently, the DEO finds himself monitoring policy to which he has no commitment, and which is to be implemented by bodies over which he has no direct control.

Thus, the major role of the District Educational Office boils down to disbursement of funds, routing papers between the Directorate and the Managements, and looking into complaints from different sources. On the academic side its most important intervention is through Inspections. However the inspection reports do not lead to any follow up action or improvement. It is estimated that more than one thousand reports are written in each district every year. These reports keep getting filed and collected year after year. A good amount of time and stationery is being spent for stuffing the racks with huge files of documents in the office.

Besides inspection we have other activities like granting of recognition, renewal of recognition etc., which also do not seem to have any purpose. It is unrealistic to assume that schools opened by the public bodies will not be given recognition. Therefore, why go through the rituals of first granting temporary recognition to these schools and then renewing them year after year.

NUMBER OF SCHOOLS, STUDENTS, TEACHERS & TEACHER STUDENT RATIO UNDER VARIOUS  
MANAGEMENTS IN ANDHRA PRADESH (1973-74)

P R I M A R Y S C H O O L S							
Managements	No. of Schools	% of Total	No. of Students	% of Total	No. of Teachers	% of Total	Teacher Student Ratio
1. Central Government	32	0.1	5,770	0.2	124	0.2	46.5
2. State Government	871	2.4	91,111	2.9	2,680	3.4	34.0
3. Panchayat Samithi	32,735	88.5	25,00,358	79.8	64,034	88.3	39.0
4. Municipal Board	1,193	3.2	2,26,866	7.2	5,438	6.8	41.7
5. Aided	2,025	5.5	2,86,547	9.1	6,686	8.4	42.9
6. Unaided	128	0.3	23,336	0.8	714	0.9	32.7
<b>T O T A L :</b>	<b>36,984</b>	<b>100.0</b>	<b>31,33,988</b>	<b>100.00</b>	<b>79,676</b>	<b>100.00</b>	<b>39.3</b>

Cont.....

U P P E R P R I M A R Y S C H O O L S							
Managements	No. of Schools	% of Total	No. of Students	% of Total	No. of Teachers	% of Total	Teacher Student Ratio
1. Central Government	7	0.2	5,057	0.6	117	0.4	43.2
2. State Government	239	6.5	77,880	8.7	2,636	8.6	29.5
3. Panchayat Samithi	2,812	76.8	5,77,296	64.3	21,530	70.2	26.8
4. Municipal Board	188	5.1	83,221	9.3	2,197	7.2	37.9
5. Aided	326	8.9	1,22,266	13.6	3,253	10.6	37.6
6. Unaided	90	2.5	31,605	3.5	938	3.0	33.7
<b>T O T A L :</b>	<b>3,662</b>	<b>100.00</b>	<b>8,97,325</b>	<b>100.00</b>	<b>30,671</b>	<b>100.00</b>	<b>29.3</b>

Cont.....

Contd. Exhibit 25

H I G H S C H O O L S							
Management	No. of Schools	% of Total	No. of Students	% of Total	No. of Teachers	% of Total	Teacher Student Ratio
1. Central Government	9	0.3	9,708	0.9	371	0.7	26.2
2. State Government	329	10.1	1,63,191	14.8	7,573	13.8	21.5
3. Zilla Parishad	2273	69.7	5,51,995	50.2	33,192	60.6	16.6
4. Municipal Board	119	3.7	70,904	6.4	2,767	5.0	25.6
5. Aided	434	13.3	2,35,279	21.4	8,903	16.2	26.4
6. Unaided	95	2.9	69,002	6.3	2,003	3.7	34.4
T O T A L:	3,259	100.00	11,00,079	100.00	54,809	100.00	20.1

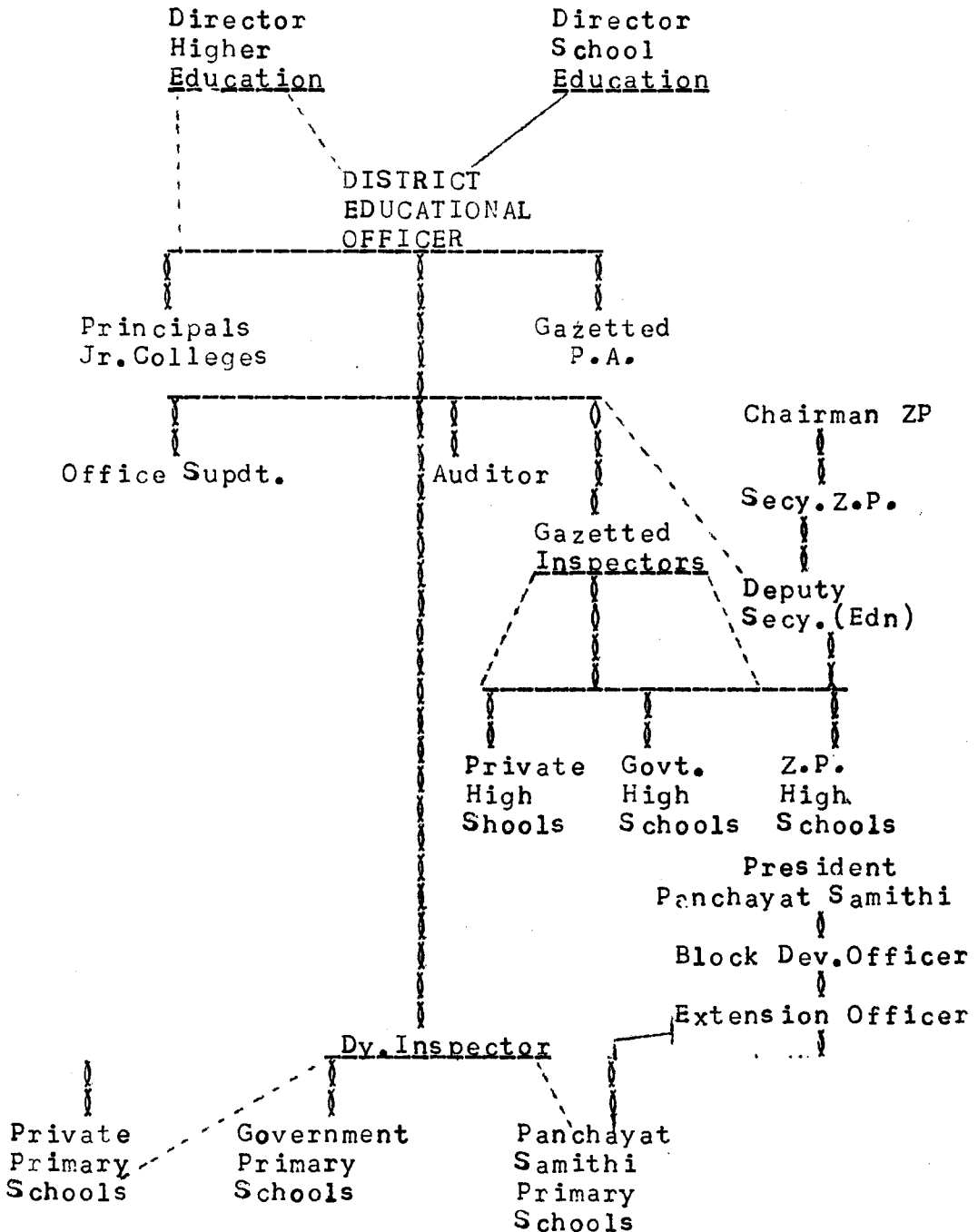
Cont.....

Management	PRIMARY AND		UPPER		PRIMARY (TOTAL)		
	No. of Schools	% of Total	No. of Students	% of Total	No. of Teachers	% of Total	Teacher Students Ratio
1. Central Govt.	39	0.1	10,827	0.3	241	0.2	44.9
2. State Government	1,110	2.7	1,68,991	4.2	5,316	4.8	31.8
3. Panchayat Samithi	35,547	87.5	30,77,654	76.3	85,564	77.6	36.0
4. Municipal Board	1,381	3.4	3,10,087	7.7	7,635	6.9	40.6
5. Aided	2,351	5.8	4,08,813	10.1	9,939	9.0	41.1
6. Unaided	218	0.5	54,941	1.4	1,652	1.5	33.3
T O T A L:	40,646	100.00	40,31,313	100.00	110,347	100.00	36.5

SOURCE : Directorate of Public Inspection, Andhra Pradesh

Exhibit 26

ORGANIZATIONAL CHART AT THE FIELD LEVEL



CHAPTER IVSTATE EDUCATION SYSTEM - AN OVERVIEW

In the preceding chapter we described the functioning of the various sub-systems of the Education Department. The description included their goals, primary tasks, linkages, internal structure and administrative procedures. We also identified some of their problem-areas and raised some issues for further discussion. In this chapter, we intend to take an over-all look at the total system and highlight some of its major characteristics - its strengths and weaknesses, problems and critical needs.

S T R E N G T H S:

During this study we witnessed many strengths in the existing system. To mention a few: we saw the system's ability to experiment with new ideas; the high degree of awareness about the existing problems and concern for improvement; the ability to expand and sustain growth; and the dedicated and hard-working force of teachers and officers.

Over the years, the state education system has experimented with many new ideas: Transferring the management of schools to local bodies; the major reorganisation in 1965; the establishment of autonomous and semi-autonomous bodies like the Telugu Academy, the A.P. Residential



School Society, the Board of Intermediate Education, SCERT, etc; the bifurcation, integration and then further bifurcation of higher and school education systems; the introduction of the non-detention policy. They do evidence the department's awareness to the changing demands and a conscious attempt to redefine policy, role boundaries, structure and systems and procedures.

We also observed a high degree of awareness about the existing problems and concern for improvement. Initiation of the present study is an indicator of this concern. It is also reflected in the help and co-operation extended to us during our field work and in response to the mailed questionnaires, which is exceptionally high for any questionnaire research. Further, in spite of the high level of dissatisfaction with the present system, we saw very few traces of apathy or indifference. On the contrary, there was hope that the existing problems can be solved and performance can be improved.

The high concern for problems and improvement is in turn a reflection of the dedication of teachers and officials to their work. The questionnaire survey revealed that most of the teachers and officials find their work meaningful and challenging. We also observed that most of them work late in the evenings in order to finish their day's work. This, by itself, may not be a very healthy trend but it

does indicate the potential of human energy and resources available.

Finally, over the years the system has not only maintained itself but has also been able to grow at a phenomenal rate. Undoubtedly, many problems have arisen due to this growth, nevertheless the system has been able to sustain this growth.

### PROBLEMS AND CONCERNS

During this study we also identified a number of problems, concerns and dilemmas confronting the State education system. What follows is our understanding of the major problems which need to be solved and areas which need to be strengthened.

a) Client needs. The Education department serves a multiple number of clients in the State. Its immediate clients are the school managements, teachers and students. In a broader sense, the community at large is also a client of the education system. All these clients have certain expectations from the system and to some extent these are the system's obligations to its clients. For instance, the State Education system has an obligation to the Community for providing educational opportunities in the State, to ensure quality of education in these institutions; optimum utilisation of the resources invested in the

education system; and for relevance of education to the local community needs. The teachers expect a fair and efficient settlement of personnel matters, adequate physical facilities in schools and opportunities for growth and development. The managements expect more autonomy in their functions, less elaborate rules and procedures, speedy settlement of recognition and other matters; adequate funds and their speedy release and settlement. The students expect growth in educational opportunities, a fair system of assessment and a more direct link between education and different vocations and employment opportunities.

Out of these, the State Education system has been able to satisfy the need for growth in educational opportunities in the most satisfactory manner. However, there is considerable scope for improvement in its responsiveness to the other needs. High level of dissatisfaction among teachers regarding administrative systems, victimisation and lack of growth opportunities; delays in settlement of personnel matters like salary, pension, Provident Fund; high rate of stagnation and wastage; unrest among the educated unemployed; are some indications pointing towards this. In fact, an important consideration for the initiation of the present study was the growing feeling that the education system has not been responsive enough to the felt needs of its clients.

2. Bureaucratic Setting:- The prevailing bureaucracy is perhaps the single most important factor contributing to this state of affairs. The lack of responsiveness to client needs can be attributed to a large extent, to the bureaucratic setting in which the State education system operates. This is reflected both in the administrative procedures and also in the broader organisation culture. Most officers at all levels lay greater stress on ensuring adherence to rules rather than on tasks, goals and client needs. In response to our questionnaires, "following the instructions of the superior", has been ranked consistently higher than "helping the schools and teachers", "Stagnation and wastage", "growth in enrollment", "teacher development" and "follow-up of inspection reports".

It is perhaps due to this that the administrative machinery has become slow in responding to the environmental demands and pressures, which, in turn, has led to the department's loss of influence over the educational activities, particularly at the field level. We came across many instance where the permission for opening of a new school was given as much as two years after the school had been opened. The impression we got was that in the face of the rapidly changing environment, the administrative machinery remains passively busy in preparing memos and making notings on the files.

Another characteristic of the prevailing bureaucracy is that the entire system seems to be geared towards handling of individuals cases, than dealing with tasks and objectives. This is reflected in the allocation of work and delegation of powers. Powers are delegated for certain types of cases or for cases involving certain limit of expenditure, rather than for tasks that are essential to achieve a certain objective. For example, the D.E.O. may be given powers for appointment of certain grade of teachers but not for all matters concerning primary education in a district. A consequence of this is that officers at all levels end up disposing off individual cases (mostly pertaining to personnel administration), than devoting time for issues of tasks, objectives, planning and review.

3. Key Functions:- The Education department has the dual responsibility of maintaining the existing education system in the State and contributing to its growth and development. The balance between these two is heavily tilted towards the maintenance activities so much so that the developmental activities remain neglected. Even in the academic wings of the system ~~the~~ Secondary Board and SCERT ~~the~~ the stress is more on maintaining the on-going academic activities than on innovation and development.

Within the maintenance activities most of the time and energy is spent on personnel and financial administration. Planning, co-ordination, control and review are conspicuously absent at all levels. Strengthening of these functions, in our view, will (a) increase the effectiveness of the department in managing the State education system and (b) enable the officers at higher levels to concentrate on developmental and broader policy issues.

Specially there is need for a supportive cell in the directorate which should concentrate on development of planning and control systems and monitor the same. Similarly within the Secretariat there is the need for a cell which should devote attention to issues of broader policy nature, such as, relative emphasis on different sectors of education, alternative patterns of growth impact of education on society, etc. It is important that these functions are not combined with other routine administrative tasks. The earlier experience has shown that in such arrangements the day-to-day functions take the first priority and the other functions for which there is no immediate pressure remain neglected. On the other hand, there is also the danger that these functions may get totally cut-off from the mainstream of activities. However, if the role of the Secretariat and Directorates is defined essentially in terms of planning, review and policy formulation, then

these new functions would automatically become a part and parcel of their primary tasks.

4. Organization for different sectors of

Education:- In 1975, the State Government bifurcated the school education and higher education at the Directorate level for a third time. Earlier there had been two experiments with bifurcation (in different degree) but on both the occasions the system reverted back to the earlier arrangement. Apparently there is some ambiguity around this issue. Whether or not higher education should be bifurcated from secondary education, and secondary education from primary education and what should be the nature of this bifurcation. This issue needs to be examined in the context of the department's role in these three sectors of education.

The role of the Education Department in the realm of higher education is absolutely different from its role in the secondary and primary education. The academic responsibility for higher education rests with the universities. On the other hand, administrative responsibility for most of the schools rests with the local bodies. This in itself is a sufficient reason for an organic separation of the two sectors. However, an organic separation at the field level will also create some problems, particularly that of junior colleges. Organic separation will not be effective unless this is resolved satisfactorily.

As far as the school education is concerned, the role of the government is quite similar in both secondary and primary sectors. However, there is one important difference; whereas universal primary education is a constitutional responsibility, the secondary education is not. This implies considerably more effort, particularly in extension work for primary education. This, by itself, may not justify an organic separation of the two sectors. Creation of separate field organisation in this case would be extremely costly. Further, there is considerable overlap between the two sectors at the field level. Most high schools have primary classes and many teachers are common to both the primary and secondary sections. Also, the high schools could be used as important resources for the development of neighbouring primary schools. Thus, in order to take care of the special needs of the primary education, it may be quite sufficient to create a set of staff roles within the directorate which would exclusively attend to problems of primary education, alternative schemes for extension work, etc. This cell would act as an advisory body to the Director of School Education on all such matters.

5. Co-ordination of Academic tasks:- An important structural need pertains to the linkages across different functions, particularly for academic and developmental tasks. The on-going academic activities performed by the



Board of Secondary Education, Department of Text Books in the Directorate, etc, are quite aloof from the developmental efforts of the SCERT. At the State level, it may be desirable to bring the functions of 'examinations', 'curriculum and Textbooks' and 'Research and Training' under one common umbrella. This would strengthen their linkages and facilitate integration of these functions. At the field level, the academic activities are performed by the Inspectors who have very limited contact with these State level bodies. The linkage between the State level academic bodies and Inspectors who are the field level implementators is crucial to the success of any developmental effort. However, this issue will be examined in greater detail in our discussion on the Inspectorate machinery.

6. Duality:- Since most of the primary and secondary schools belong to the local bodies, the elected representatives of these local bodies constitute an important group with which the Education Department has to transact. All organisational problems of structure and control will ultimately have to be seen in the context of the nature of equilibrium reached between these two groups - the manner in which power is shared and the degree of control exercised by each of them. Any restructuring of the organisation will depend on the particular set of assumptions we make about the desirable or

practicable equilibrium between these groups.

At the State level a fairly stable equilibrium seems to have been reached between the administrative machinery and the political machinery with the former psychologically accepting the ascendancy of the latter. This is partly because at this level the dividing line between the functions to be performed by the two groups, namely, policy-making versus implementation is fairly clear and is consistent with the power equation between the two groups. Moreover, as compared to the district and block levels, there are more decision making areas to be shared between the two groups at the State level. Therefore it is possible for each group to be satisfied with the amount of influence it has.

The roles of the two groups at the field level are almost reversed. The local bodies assume the responsibility for the implementation and administration, whereas the departmental people are the 'watch dogs' of the government policy rules and regulations, etc. This has been operationalised by making a distinction between 'administrative' and 'technical' control. The implications of this somewhat illusory distinction have been discussed earlier. Here, we would only like to emphasise that the very conception of roles of the two groups is not consistent with the prevalent power structure at the field level. In view of the amount of

power enjoyed by the non-officials of the local-bodies, it is quite unrealistic to assume that the departmental representatives will be able to enforce all the rules and regulations of the department or exercise any technical control. This is augmented by the fact that the DEO and his staff do not have any administrative powers over the teachers. In the absence of administrative control, technical control whittles down to the level of a mere technical advice. It is clear therefore that this duality between the administrative and the technical control has to be resolved.

7. Control: While describing the existing system in Chapter three we highlighted the department's failure in enforcing its policies rules and standards. This at least to some extent is due to the non-selective approach of the department about areas over which it should exercise control. It seems that at present the attempt is to control anything and everything that happens in the field of education. The inputs that go into education are controlled through syllabi, text-books, selection of teachers, release of funds, admission criterion for students, etc. The process of teaching is controlled through inspections. The administrative processes are controlled through administrative inspection and audit. Finally, the output is controlled through public examinations.

The areas on which the department can exercise control will eventually depend upon the respective roles and powers of the department and Panchayat Raj set up. But even if one assumes that schools can be removed from the local bodies and put under the total control of the department, it is important to ask: Does the department need to exercise such rigid control? Why shouldn't the government schools or at least a group of such schools be left free to manage their own affairs within some reasonably defined limits? We feel that such total and rigid control even over the government schools is neither feasible nor desirable. All schools must be encouraged to experiment with new ideas and new ways of solving academic and administrative problems. From the point of view of comparability and quality standards - some public examination and common syllabi at higher levels will be necessary. For mobility and growth opportunities for teachers, some selection norms will have to be maintained. Similarly, for accountability of public funds auditing of accounts and some important administrative procedures will be necessary, but beyond this the department should restrict its interference to the minimum. For instance, we do not see any need for any government policy on detention or non-detention. It is a school level concern, and must be dealt with at that level.

Internal control over the administrative machinery is exercised essentially through centralisation of decision-making. Administrative approval is required for each individual expenditure even after the budget has been approved. At least to some extent, the system of administrative sanctions prevails due to lack of rigour at the time of planning and budget formulation. With adequate strengthening of the planning and budgeting processes, it should be possible to exercise control without centralising decisions on individual cases.

8. Inspection: The present system of inspection of schools is expected to serve two major goals. These are (1) exercise supervision and process control, and (2) help the teachers and schools in improving their performance.

To begin with, the very combination of these two different roles creates some problems. A climate of openness and trust are essential for any helping relationship. This becomes difficult to establish if the person who is helping is also responsible for supervision and control. Since the controlling role gives more visible power, historically the inspectors tended to prefer it to the helping role. After the administrative powers were transferred to the local bodies, the utility of inspection as a controlling device faced a major set back. Gradually the reports and recommendations of the inspecting officers

started becoming more and more inconsequential and today most of the people responsible for implementing them give only scant attention to the reports.

However, too much stress should not be placed on the lack of administrative powers. Had this been the only reason of the ineffectiveness of inspection, it should have retained its viability at least for the government schools over which the departmental people have the total control. That this is not so, goes to prove that the problem lies elsewhere. Firstly, it is unrealistic to assume that such a large number of schools can be controlled through a handful of inspectors. To achieve any reasonable proportion between the number of schools and inspectors (the present stated norm is 1:40) the department will have to double the strength of its inspecting machinery. The second and more important problem is with the concept itself. The teachers and schools have been able to device methods of beating the system. One can try and improve the inspection system (through more surprise visits, cross checking by another inspector etc. etc.) but it is unlikely that this exercise in 'fault finding' will be of any help in exercising meaningful control.

The other alternative is to concentrate on helping the teachers and schools in improving their performance. This has remained neglected for three main reasons -- 1) The traditional outlook and attitudes of the inspectors, 2) The emphasis in the present system is on giving help at the level of individual teacher or school. This has not been feasible due to the scarcity of resources of the department, and (3) The academic wing in the field (i.e. Inspectors) have very limited contact with the State level agencies engaged in academic and developmental tasks.

In order to solve these problems a viable strategy could be to aim at the group level rather than at the individual level. Emphasis should be on strengthening such forums which provide opportunities for teachers to learn from each other, e.g., the present T.A. Centres. The present inspectors can facilitate and coordinate the developmental process. They can also play the vital role of understanding the problems of the teachers and feeding them to the state level developmental agencies. Similarly, they should keep in touch with the new developments and act as resource persons in these groups. The present system of inspection can be done away with - thus leaving the inspectors free to concentrate on the developmental tasks. However it is important to emphasise that before any such changes are made, it will

be essential to prepare the inspectors for their new role and functions. Otherwise the changes are likely to cause serious problems of resistance from the inspectors.

9. Motivation and Morale:- The thrust on innovation and development cannot be brought about without a body of committed and motivated teachers and officials. The existing situation in this regard is rather gloomy. Both teachers and field level officials are dissatisfied with their present salaries, growth opportunities, systems and procedures and involvement of the local bodies. The only saving grace is that they find their work intrinsically meaningful and challenging. This is an important strength and in order to make full use of it, it is essential to solve the problems which have contributed to the present dissatisfaction.

Streamlining the administrative procedures will help a great deal in restoring the morale of teachers and officials. Taking away schools from the local bodies will help but does not seem very feasible. There are obvious financial constraints in solving the problems of salary and promotion. However, recognition of good performance through suitable monetary and non-monetary rewards should help. The present practice is to promote the senior most from the pool of all non-disqualified (on merit grounds).



This can be replaced by a system of the most meritorious from the pool of all who have put in a required length of service. At least, equal weightage can be given to both seniority and merit. In order to ensure a reasonable growth for all, some manpower planning should be done at the block levels and district levels.

Finally, some participation in the planning and policy formulation will also go a long way in creating a climate of high motivation and involvement. This is particularly true of the officers at the field level. Many of them have complained that they have to implement policies without sufficient commitment. The quality of the policy decisions will also improve with the participation and involvement of the field machinery.

10. Systems and Procedures:- Streamlining the existing procedures is essential for three important reasons:-

- a) Relieving the higher levels from routine administration so that they can concentrate on issues of planning, review, policy formulation and development.
- b) Solving the problem of high dissatisfaction at the field level existing out of cumbersome procedures, and
- c) Cutting down delays and wastage of effort.

Thus, the streamlining should be aimed at settling matters at lower levels and very few individual cases should go up to the Secretariat. This implies that powers will have to be delegated from the Secretariat to the Directorate and from the Directorate to the field organisation. The other important needs are to rationalise the multiple checks and balances in the system and to cut down on multiple processing of various issues.

An important problem that is likely to come up in the change of systems and procedures pertains to the roles of other government department, particularly Finance and G.A.D. Currently many of the individual schemes have to be sanctioned by both the Education Secretariat and the Finance Department. Thus, unless the department is able to redefine its boundaries vis-a-vis the external bodies, streamlining of at least some of the procedures will not be possible. This, however, will involve a broader issue, namely the role of these departments, vis-a-vis all other government departments, which can be tackled only at a higher level.

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CHAPTER VRECOMMENDED ORGANISATION FOR THE STATE EDUCATION  
SYSTEM

The preceding sections of this report highlight some of the problem-areas which need to be looked into for improving the effectiveness of the State education system. In this chapter we have sketched an alternative design for the State education system which may help in solving some of the problems identified earlier. Briefly, the major needs of the existing system as identified in this study are:

1. To enable the officers at various levels to concentrate on their primary tasks and objectives and treat the rules and procedures as means towards achieving these objectives rather than as ends in themselves.
2. To relieve the higher levels (Directorate and Secretariat) from their tremendous administrative work load and enable them to concentrate on broader issues of planning, review policy formulation and providing leadership to the field level organisations.

3. To strengthen the academic and developmental activities of the system (curriculum, research, continuing education for teachers) and to ensure that the developmental efforts get translated into concrete implementation at the field level.
4. To resolve the existing duality between the Education department and the public bodies. Specially to reduce the existing duplication, wastage, role ambiguities and hostility between the two groups.
5. To replace the existing Inspection system by an activity which is development oriented and geared towards helping the teachers and schools in improving their performance.
6. To ensure greater rigour at the time of planning, budget formulation and resource allocation rather than attempting to control individual expenditures through the elaborate system of administrative sanctions.

7. To provide greater discretion and flexibility at the levels of school, block and district. To provide opportunities for participation to teachers and field level officials in policy decisions and to install a system of periodic feedback from the field level to the State level machinery.
8. To review the existing systems and gear them towards greater speed and efficiency.
9. To reduce the existing dissatisfaction among teachers and provide them with opportunities for growth and development.

The proposed set-up is an attempt towards satisfying some of these needs. Keeping in view the complexity of the system, we have not made any suggestions for isolated changes in the different segments. Such changes can lead to unintended consequences in other parts of the system. Thus our attempt has been to take an overall look at the total system and suggest simultaneous and interrelated changes in the different parts. However, we would like to emphasise that the proposed set-up is one of the three alternatives available to the government.

In all the three alternatives the following are common:

- 1) The policy, planning and co-ordination of the Secretariat
- 2) Academic control, monitoring and implementation role of the Directors of School Education
- 3) Existing Role of Directorate of Higher Education and other autonomous bodies already established for Intermediate and higher education to continue.

detailed manner. It is only a broad framework indicating the nature of changes that might help in increasing the effectiveness of the system. Finally, the proposed changes by themselves, will not solve all the problems faced by the Education Department. In fact, without suitable interventions in other areas particularly systems and procedures and organization culture; a mere shift over to the new system may not be enough.

For simplicity in presentation we would first describe the proposed set-up and then examine its implications and relevance to the needs identified earlier.

#### THE PROPOSED ORGANIZATION:

The description of the proposed set up has been organised in the following manner-

- a) Field level organization at district and block level
- b) Directorate of School Education
- c) Directorate for Higher Education
- d) Education Secretariat

The following paragraphs describe the proposed roles, primary tasks and internal structures at these levels and their relationships with each other.

a) Field Level Set Up:

It is proposed that autonomous school boards be constituted in each district. The District School Boards (DSB) would look after both the primary and secondary education in the district within the framework provided by the State level agencies. The Boards would consist of the Chairman and Secretary of Zilla Parishad, Superintendent of Schools (who would head the education system at the district level) representatives from Panchayat Samities, some government officials at the district level and representatives of teachers headmasters and parents. The membership of the Board should not exceed fifteen.

The Board would plan the school education activities in the district - including identification of areas where new opportunities have to be provided, thrust on different modes of education, budgeting and allocation of funds to different blocks etc. It would also review the performance of the educational set up in terms of well defined goals regarding drop-out rate, stagnation and wastage, results in public examination, literacy rate, etc. It would identify some of the major problems of education

in the district, formulate policy for solving these problems and provide support for implementing these policy decisions. It would help in mobilizing local resources from the community and finally it would provide feedback to the state level machinery on relevance of the existing system to the needs of that district.

The Superintendent of Schools who would be the executive head at the district level would be accountable to the board for implementation of its plans and programmes. His primary tasks would be to supervise and co-ordinate the activities of the various blocks, helping the board in planning and budgeting and undertaking developmental activities for the improvement of education in the district. He would provide leadership in the district for innovations in different fields of education. He would be assisted by three officers whose functions will be as follows:

The Development officer and his team of two to three resource persons would be responsible for conducting the 7th Class examinations in district, review of existing curriculum, providing feedback to the Directorate on the relevance of the existing curriculum and syllabi, visiting schools and identifying their problems and developmental needs; and conducting training programmes for teachers in co-ordination with the training cell at the State level. They would also monitor a system of periodic review of the



activities of schools by a panel consisting of teachers and headmasters of other schools. On their own, they would not undertake any inspection unless there is a specific complaint against a school.

The Officer for Finance and auditing would be responsible for financial planning and budgeting for the district, disbursement of funds to blocks and aided managements, normal accounting functions, audit of the lock level offices, and audit of some schools selected either through random sampling or on the basis of complaints of mis-appropriation.

The Officer for personnel and Administration would look after the personnel matters of higher grade teachers, appellate matters of all teachers, manpower planning for the district and other establishment matters. This officer would work in close collaboration with the Development Officer particularly for identifying developmental needs of teachers.

The Superintendent of Schools would also supervise over the various Assistant Superintendents who would head the educational set-up at the block level.

Block Level:

Each block should have a Block Education Committee consisting of the Panchayat Samithi President, Block Development Officer,

Assistant Superintendent of Schools (who would be the executive head of the block level set up) and his team, and representatives of parents and teachers and headmasters of Primary and Secondary Schools in the Block. The membership of the Committee should not exceed 10. The Committee would plan, budget and review the educational activities of the blocks, generate resources and local support for implementing new ideas and schemes; and give ideas and suggestions for improving the quality of education and increasing its relevance to the needs of the Block.

The Assistant Superintendent of Schools would be responsible for both primary and secondary education in the block. He will be the administrative as well as the academic head of the school system at the block level. All normal administrative matters (Most of which will pertain to personnel administration) will terminate at his level. To the extent possible, some of these could also be decentralised to the school level but in view of the large number of single teacher schools and physical facilities available to them, this may not be feasible in the near future.

The Assistant Superintendent of Schools would also be responsible for the expansion and developmental activities of the Block. Besides implementing special schemes like mid-day meals,

non-formal education, school complexes, etc, he would also provide training opportunities to teachers, mobilise resources from the community, generate commitment to educational programmes and plan the growth of educational opportunities in the district. Finally, he would act as a link between the block level and the district level. He would obtain support from the district level in terms of funds, academic framework, common examination services, policy guidelines. He would be accountable for achieving educational goals defined in terms of drop out rate, enrollment, results in public examination, literacy rate, growth in educational opportunities etc.

We envisage that decisions regarding opening of new schools, transfer of teachers, amalgamation of single teacher schools, creation of new posts, improvement in the physical conditions of schools, etc, would be taken at the block level. However, the block level set-up would operate under three constraints viz.

(i) Policy guidelines issued by the Department - Care will have to be taken that these policy guidelines do not become specific rules and regulations and provide sufficient flexibility at the Block level; (ii) The annual Budgetary Provision - including a share in the planned budget and (iii) Annual Plans prepared at the block level and reviewed and approved by the superintendent of schools.

The Assistant Superintendent may have a group of one to three resource persons depending upon the size of the block. These resource persons would visit schools, identify their problems, help them in solving these problems, encourage experimentation and innovative methods of teaching, generate resources from the community for educational purposes, encourage the involvement of parents and community at school level and organise Seminars and Programmes for teachers. They would work in close collaboration with the Development Officer and his team at the District level.

At the school level there will be a school management committee consisting of the headmaster teachers of the school, parent representatives, selected members of gram panchayat and one of the resource persons at the block level. The planning, budgeting and performance review at the school level will be done by this Committee.

Exhibit 27 briefly outlines the proposed organisation chart at the field level.

b) DIRECTORATE - SCHOOL EDUCATION:

The State level set up for school education would be essentially concerned with planning of school education at the State level, reviewing the performance of the various districts; designing and reviewing the academic framework;

conducting Class X Common Examination, formulating personnel policies for teachers and officials, and helping the district level organisations in translating the Government policies into concrete action plans.

The Director, School Education would head the set up at this level and he will be assisted by a joint Director for academic matters, a joint Director for planning and review, a teacher welfare officer and an Administrative Officer, and two special officers.

The Joint Director for academic matters would have the primary responsibility for design and periodic revision of curriculum and syllabus for both primary and secondary education; nationalised text books; conducting the common examination at the end of 10th Class; Inservice training of teachers and Research on the different academic aspects e.g. relative effectiveness of pedagogical tools, examination systems, relevance of the existing syllabi, etc. At present these academic activities have been divided among the commissionerate for examinations, Board of Secondary Education, SCEKT and the Directorate. In the proposed set-up they should be integrated and would constitute a main stream of the Directorate's functions. He may be assisted by a team of three officials who would look after curriculum and text-books; examinations; and training and research respectively. The Joint Director would have the responsibility of coordinating the activities of these three officials,

The Joint Director for Planning and review would be responsible for preparing a comprehensive plan for school education in the State. He would provide broad guidelines to the District Organisations on planning procedures and financial control systems. He would help the Director in integrating the requirements of the Districts with government policy and resource availability. He would also help the Director in reviewing the performance of the various - districts and allocating funds amongst them. The individual request and new proposals from the district organisations will also be processed by this official. He would be assisted by a finance officer, a statistical officer and an internal auditor. The Finance Officer would help in formulating financial policies, budgeting and control systems. The Statistical Officer would collate and analyse all the non-financial data and the internal auditor would audit the accounts of the district organisations and of some private schools - selected either on the basis of random sampling or complaints regarding misappropriation of funds.

The Teacher Welfare Officer would help the Director in negotiating with the teacher associations and also in formulating personnel policies. He may also look after the appellate matters of higher grade teachers. The Administrative Officer would look after the establishment, personnel and other administration matters of the Directorate.

The Special Officer for Primary Education would deal with the problems of primary education in the State, drop-out rate, stagnation and wastage, enrollments, etc. He would also monitor and review the Statewide extension schemes for achieving the goal of universal primary education. The other Special Officer would look after the pilot projects on non-formal education. He would review the experience gained from these pilot projects and help in universalizing non-formal education in the State. Both these officers will work in close collaboration with the Research Wing under the Joint Director (Academic matters).

See Exhibit 28 for a brief organisation chart of the proposed set-up for the Directorate.

### C) DIRECTORATE - HIGHER EDUCATION:

The primary tasks of the Directorate of higher education would be planning and budgeting of higher education at the State level; liaison with the universities and Board of Intermediate education; research in matters of higher education and continuing education for teaching staff of the Colleges; formulation of personnel policies; and broad supervision over the degree colleges. The Directorate will approve the annual plans and budgets of the degree colleges release funds to them, and lay down broad policy framework. Thereafter, the

day-to-day administration of these colleges, including recruitment and other personnel matters will be looked after by the principals and the management committees of the colleges. Supervision over the junior colleges will be entrusted to the Board of Intermediate Education.

The Director higher education would head this set up and he will be assisted by a joint director for planning; a Joint Director for training and research; a Deputy Director of personnel matters and an Administrative Officer. The Directorate will not have any regional organisation.

Liaison with the universities and Intermediate Board will be provided through the Director. He would also process the new schemes from these bodies and their requests for additional grants from the State Government.

The Joint Director (Planning) will process the annual plans and budgets of the colleges, release funds to them, undertake auditing of a sample of the colleges, process individual requests and proposals for new schemes from the colleges and prepare a comprehensive plan and budget for higher education in the State. He may be assisted by an internal auditor and two Assistant Directors each of whom would look after a group of colleges in the State.



The Joint Director (Training and Research) would look after the continuing education of teaching staff in colleges and research on matters of higher education. At present, the inservice training of lecturers is being looked after by the Collegiate Cell in the SCERT. In the proposed set up, the Collegiate Cell will become a part of the Directorate-Higher Education. The Joint Director will have a group of core faculty for training and research activities. However it will be useful and economical to involve the senior lecturers and professors from Colleges and Universities in these programmes.

The Deputy Director (Personnel) would handle the appellate matters of the teaching staff in Colleges. He would also help the Director in formulating personnel policies. Finally he may also have to maintain personnel records for certain statewide cadres. The Administrative Officer will look after the Administrative and Establishment matters.

See Exhibit 29 for a brief organisation chart of the Directorate-Higher Education.

D) SECRETARIAT:

The Education Secretariat will be essentially concerned with the issues of policy formulation, planning and review of the total system, co-ordination among the various directorates and other autonomous systems directly

linked with education; and providing liaison between the legislature and the operating systems. Individual cases regarding personnel matters, opening/upgrading of schools, sanctions for individual expenditures, etc, would be terminated at lower levels and will not be handled in the Secretariat. The Education Secretary will be the Chief Executive of the total system and he will be directly assisted by two Joint Secretaries - one for Planning and the other for academic policy. The Joint Secretary (Planning) will process the annual plans and budgets and also the long term perspective plans of the various Directorates and other systems. These would be consolidated by him into a comprehensive plan for education in the State. In order to do this meaningfully, he will have to provide broad guidelines to the operating systems for preparing their plans, budgets and periodic review reports. In addition, he would also deal with the special requests, new proposals etc. from these systems. A team of 2 to 3 officials may be needed to help the Joint Secretary for these tasks. Two Officers (of Dy. Secretaries Rank) would look after the Primary - Secondary and Higher Education respectively. One Assistant Secretary would look after the internal administrative matters of the Secretariat and also the establishment matters of the various Directorates.

The Joint Secretary for academic policy should be a person with good understanding of micro and macro level problems in education. He would act as a sounding board for major policy decisions regarding academic matters. He may also initiate new proposals for improving the quality of education in the State and making it more relevant for individual and societal needs. Naturally, he will have to remain in close touch with the various operating systems. This can be achieved through frequent field visits and also periodic qualitative feed-back from the operating systems regarding their problems and new ideas and change and development. It is envisaged that this Joint Secretary will keep in touch with the latest developments in the field of education in other States and Countries, and would help the government in examining their relevance and practicability for the State Education System.

Discussion on the various plans and budgets and modifications in view of the Government Policy and resource availability would be a group exercise. The Secretary, Two Joint Secretaries and heads of the operating systems would form this group. This group will also review the performance of the various systems on a periodic basis and provide mutual help for solving each other's problems. Co-ordination Committees consisting of representatives from the relevant systems and one of the two

Joint Secretaries can be formed to take care of various issues which involve more than one system.

Exhibit 30 gives a brief sketch of the proposed organisation chart for the SECRETARIAT. Exhibit 31 outlines the total set up for the State Education System.

#### IMPLICATIONS OF THE PROPOSED SET-UP:

##### 1. Divesting the higher levels from Routine Administration

The proposed set-up envisages that the matters of routine administration will be settled at lower levels and the Directorate and Secretariat will deal essentially with matter of policy, planning, budgeting, review and development. This would imply significant changes in the prevalent systems and procedures and also restructuring of the various sections. For instance, work of many of the existing sections in the Secretariat and Directorate will be handed over to the field level organisations.

Another implication of this change would be in terms of greater diversity across different block and district. It is likely that the new structure may lead to different administrative practices and internal structures in the various districts. This we think, will be functional and may even be desirable provided

some uniformity in standards and broad policies can be maintained through common curriculum, examinations and policy guidelines.

It may be argued that decentralisation of administration may lead to dilution of control over the field level organisations. However, we would like to submit that control can be more meaningfully exercised through agreed plans and accountability for results and performance. Thus in the new set up it may not be possible to control individual cases of administrative matters, but the department will be in a better position to control the overall performance of the various districts.

## 2. Emphasis on Planning and Decentralisation of the Planning Process:

The proposed structure lays considerable emphasis on planning and decentralisation of the planning process. It is our view that with greater care and rigour at the time of planning and budgeting, considerable administrative workload at the execution stage can be avoided. Further, it helps the department in determining the Broad direction in which the State Education System should move and enhances the department's ability to influence this direction.

In order to do this meaningfully, it is essential that the planning exercise should start right from the school level. The Block Education Committee and the District School Boards would plan the educational activities at the Block and District level. At each level there will be a need for integrating the various plans into a comprehensive plan which is also consistent with the Government policy and resource availability. A measure of uniformity in the plans of various block and districts could be ensured through policy guidelines and resource allocation, however, the decentralisation will automatically lead to some diversity in the patterns of growth, relative emphasis on different modes of education etc. across different districts.

### 3. New Role for Local-bodies.

At present, a good amount of primary and secondary schools are with the local-bodies. However, if one takes a close look at the role of local bodies in the functioning of these schools, it becomes apparent that their role is confined to routine personnel administration of teachers and opening of new schools. With a distinct decline in the pressure for new schools and the scarcity of financial resources for this purpose, the role of local-bodies is becoming more and more limited to personnel administration.

Whether this role of the local bodies is consistent with what we wish to achieve through democratic decentralisation is an issue which needs to be examined by the highest levels of the State Government. Our view is that the local-bodies, instead of being tied down with routine administration, should be involved in the broader issues of allocating educational resources in their areas, preparing perspective plans, mobilising resources for educational purposes, and should help the department in making education more relevant and useful in meeting the needs of the society. All this of course, will have to be done through the school Board.

The proposed organisation has been designed within this framework. The local-bodies will be represented on the District School Boards, and Block Educational Committees - wherein they would plan and review the educational activities in their area. Thus, they will have an important role in planning, budgeting and in setting priorities for their areas. They would also ensure that education is well integrated with needs of the areas and its other development plans. However they will have no significant involvement in the day-to-day administration of schools and teachers. This arrangement should cut down the existing duplication, wastage, role ambiguity and lack of accountability in the system.

There is also a very real danger in operationalising the proposed structure. The

Superintendent of Schools (SS) will have the responsibility for implementing the plans and programmes of the District School Board. He will also have to follow the broad policy framework provided by the Directorate. The two may conflict with each other and the SS may find himself caught between these two opposing forces. To a lesser extent, the Assistant Superintendent of Schools may also face a similar situation. Thus we would like to emphasize that the success of the proposed set up will depend a great deal on the skills of these officials in exerting influence and in coping with multiple forces of influence.

#### 4. Inspection System:

There is a widespread feeling among the teachers and officials that the outcomes of the present inspection system do not justify the time - energy and resources which are spent on this activity. This is consistent with the findings of the present study as well. Involvement of local-bodies is the often used scapegoat for the futility of the inspection system. However, we find that inspections have failed to deliver the goods even in case of the Government schools where the department has total control.

Consequently, the proposed system does not provide for the regular routine inspection activity. Inspection of schools by the departmental officials will be undertaken only in



such cases where there are any specific complaints. Instead, there will be a periodic review of schools by a panel consisting of teachers and Headmasters of other Schools. The Panel's report would be considered by the departmental officials who would ensure that the reports lead to meaningful corrective action. Further, the departmental officials will concentrate on providing teacher development opportunities and identifying and diagnosing the problems faced by schools.

#### 5. Emphasis on Team Work

An important feature of the proposed organisation is the emphasis it lays on team work. Among the various roles designed at each level, there is a high degree of interdependence. Interdependence of functions and roles is a necessary feature of any complex system. Any structural arrangement no matter how well delientated requires team effort for its success. Even in the existing set up of the State Education system, no official can fulfil his responsibilities in isolation.

The proposed organisation only recognises this reality and suggests a possible way of dealing with it. Consequently many groups have been created, formalised and entrusted with specific responsibilities. To mention a few, the resource groups at field levels, Block

Education Committee, District School Board, Team of the Joint Director (Academics) in the Directorate; and committees at the Secretariat level. Hopefully, they would provide a forum wherein the efforts and resources of different parties could be pooled together.

6. Emphasis on Development tasks to enhance performance.

In the organisation sketched by us, the thrust has been essentially on developmental tasks and performance, rather than on maintenance activities. This is almost a reversal of the existing situation. It goes without saying that this can be achieved only with some preparatory work, and perhaps in a phased manner.

7. Manpower requirements:

It is envisaged that the proposed structure can be operationalised with the existing manpower strength in the department. The District Education Officers, Deputy Secretaries, Gazetted Inspectors, Deputy Inspectors and Extension Officers can man the new positions of Superintendents and Assistant Superintendents of Schools, Development Officers and Resource groups, etc. Similarly, no significant increases are envisaged at the Directorate and Secretariat levels. However, some orientation will be necessary to help the officials at different levels in their new roles and responsibilities.

EXHIBIT - 27

FIELD LEVEL SET-UP (PROPOSED)

DISTRICT BOARD OF SCHOOL EDUCATION

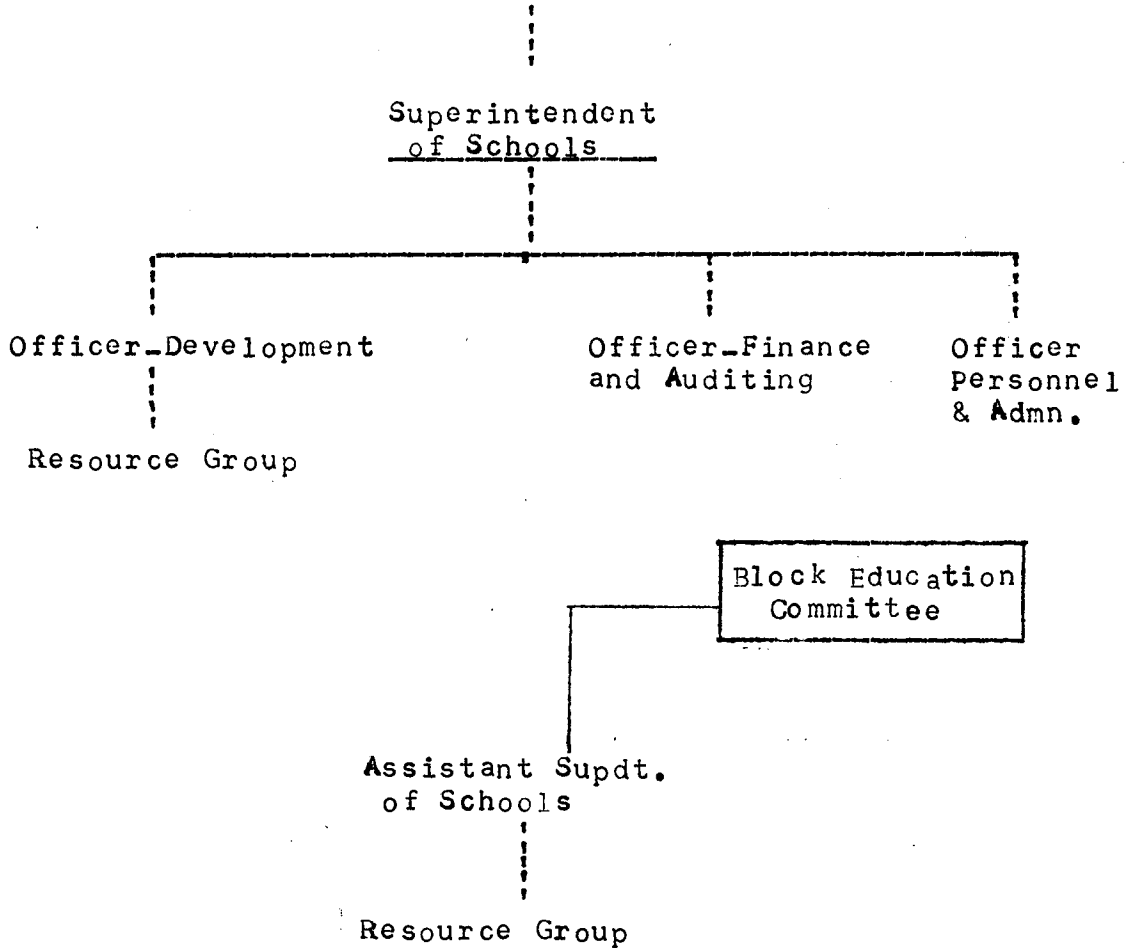
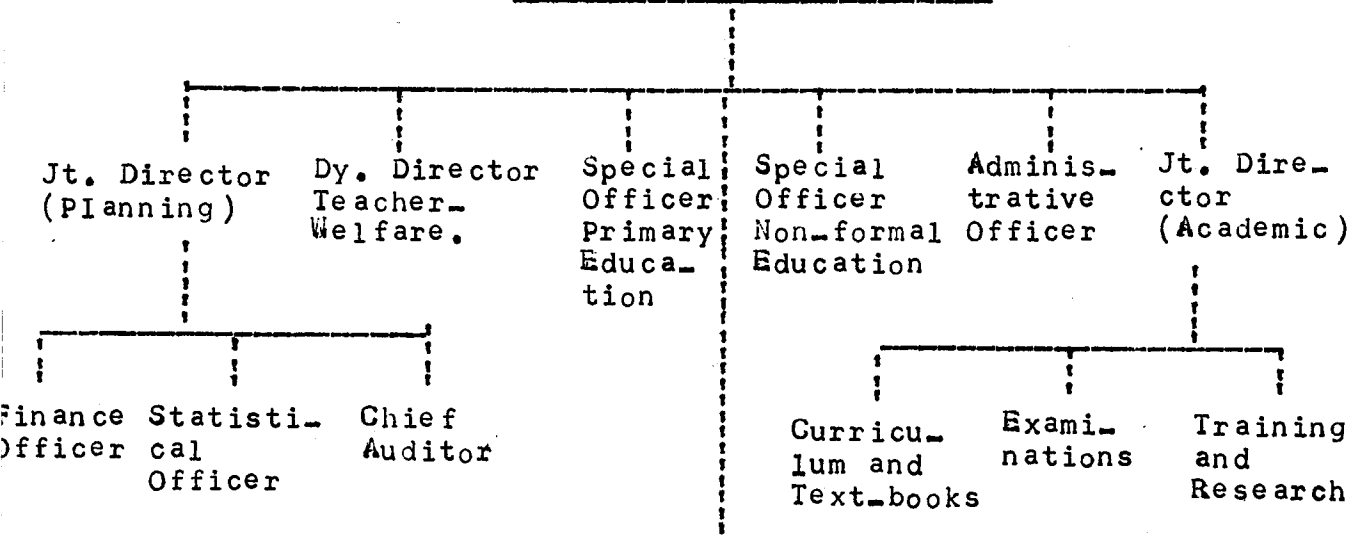


EXHIBIT - 28

DIRECTOR SCHOOL EDUCATION



DISTRICT LEVEL ORGANISATIONS

EXHIBIT - 29

DIRECTORATE HIGHER EDUCATION (PROPOSED)

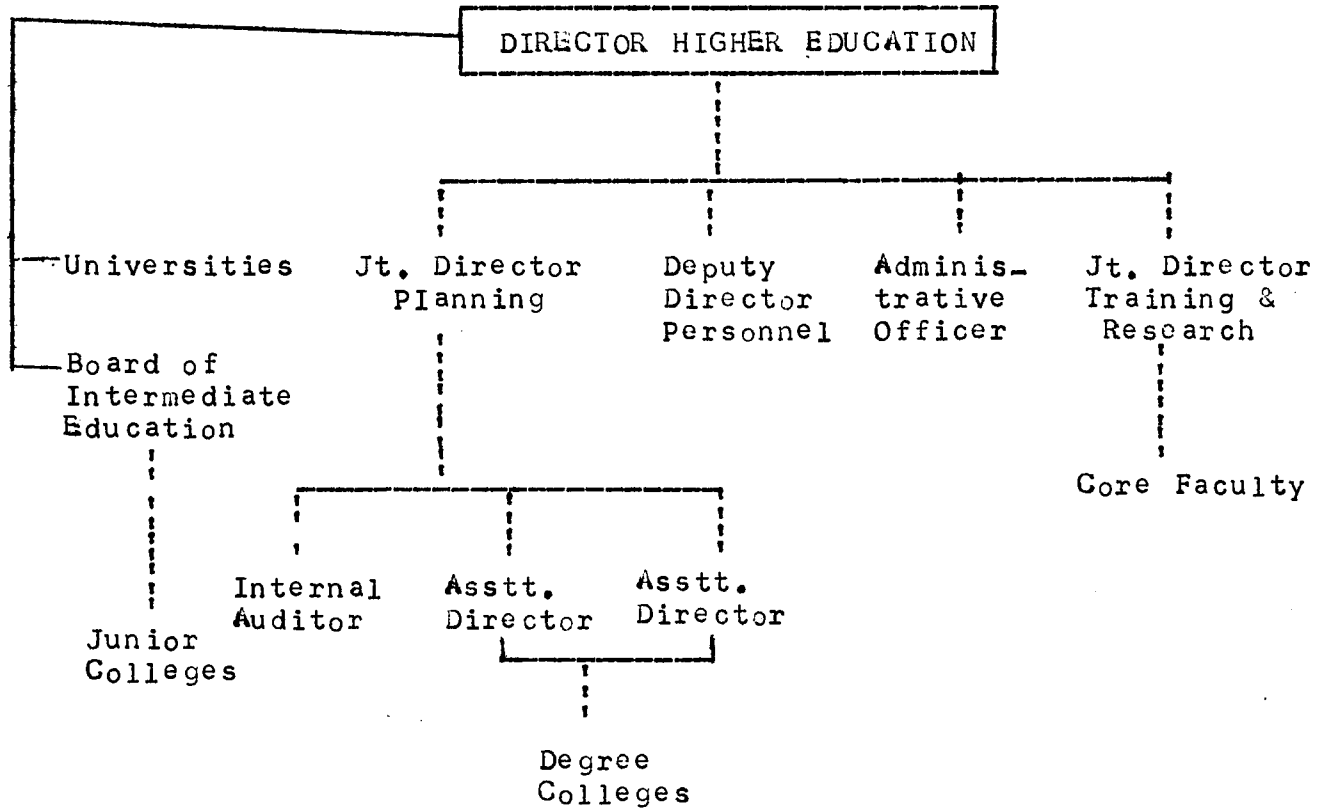
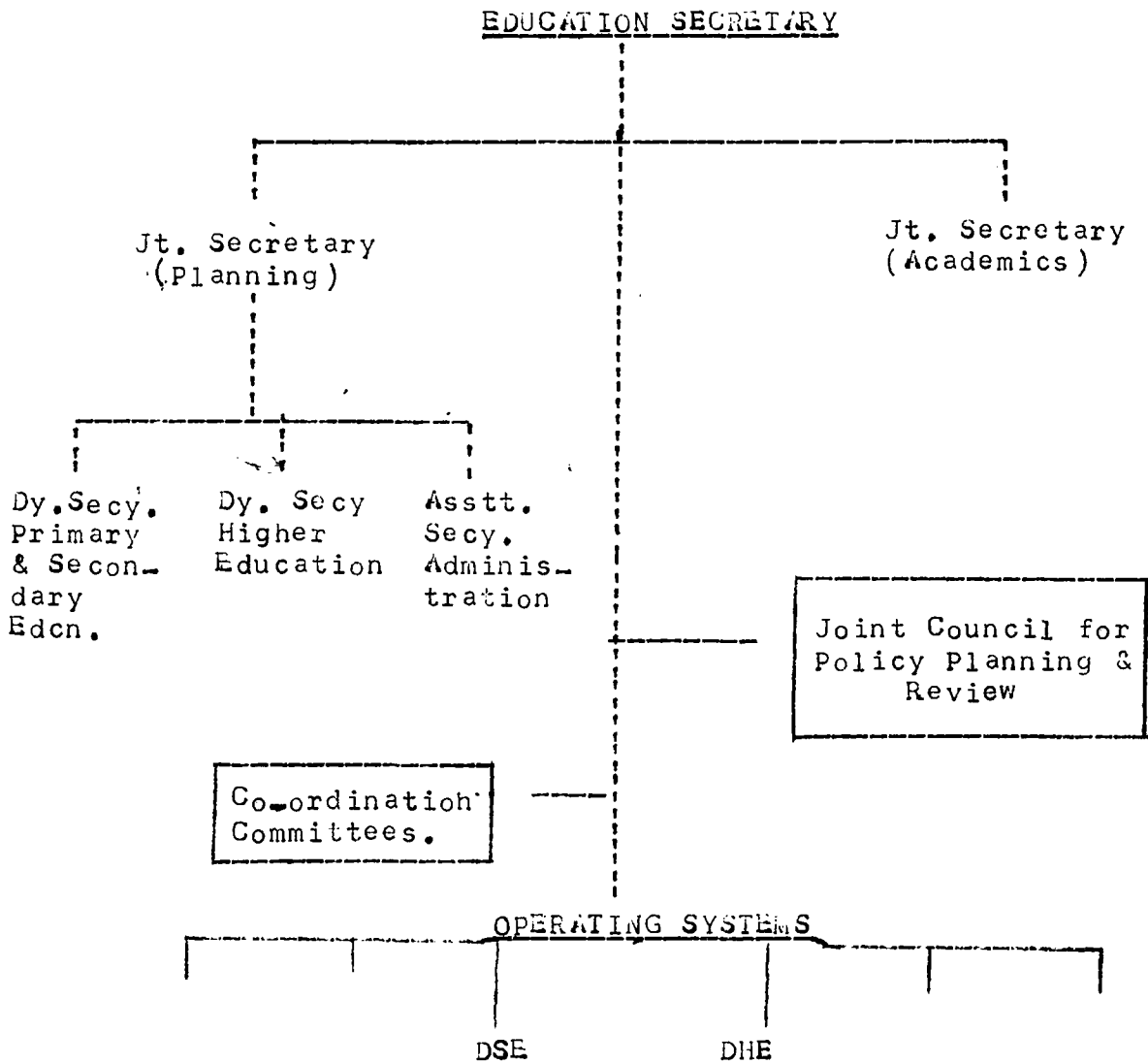


EXHIBIT -30

SECRETARIAT (PROPOSED)



ORGANISATION CHART - STATE EDUCATION SYSTEM (PROPOSED)

EDUCATION SECRETARY

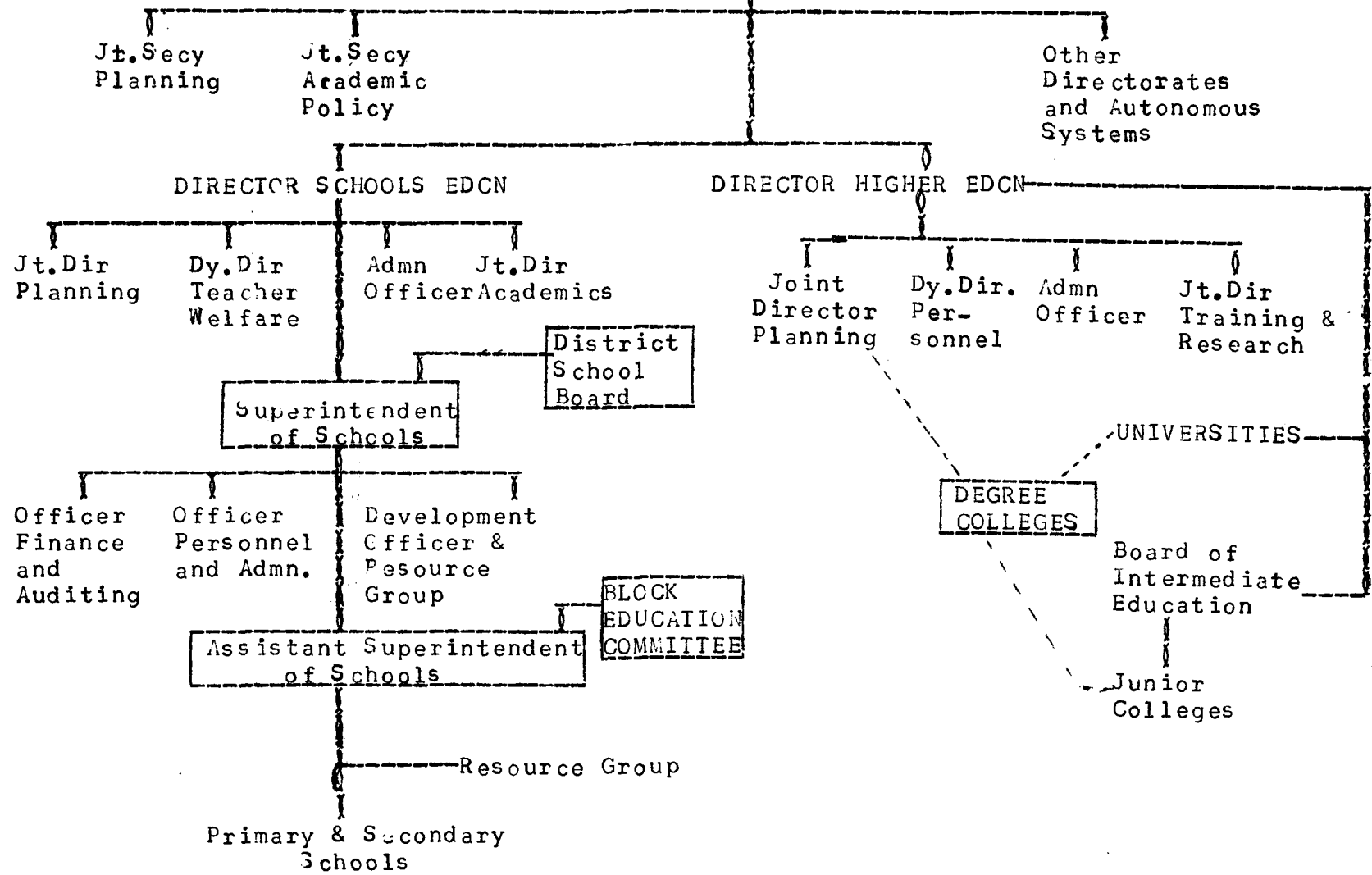


TABLE - 1  
RELATIVE IMPORTANCE OF THE  
DUTIES OF DISTRICT EDUCATION OFFICERS (N : 14)

Rank	D U T I E S	Weighted Score	(Max. 12)
I	To implement the Policies and Programmes given by D P I	10.8	
II	To ensure academic standards	9.1	
III	To ensure smooth and fair educational Administration in the district	8.9	
IV	To plan and Budget the Educational activity in the district	7.8	
V	To advise and guide managements of different types of schools	7.1	
VI	To organise and conduct public examinations	6.8	
VII	To act as link between the education department and public bodies, like Zilla Parishads, Panchayat Samithis etc.	6.7	
VIII	To give ideas and suggestions for district education policy	6.2	
IX	To review the inspection reports and follow up for corrective action	5.5	

Contd...



Table - 1 Contd.,

Rank	D U T I E S	Weighted Score	(Max. 12)
X	To ensure enrolment of students	5.0	
XI	To reduce wastage and drop-out rate	4.5	
XII	To promote co-curricular activity	4.0	

TABLE - 2

DEGREE OF PERCEIVED IMPORTANCE OF DIFFERENT  
PERSONS/GROUPS THE D E O INTERACTS WITH (N : 14)

Rank	P E R S O N S	Weighted Score	(Max. 12)
I	Director School Education	9.3	
II	Gazetted Inspectors	7.9	
III	District Collector	6.7	
IV	(i) Own Supporting Staff	6.2	
	(ii) Deputy Inspectors	6.2	
VI	Teachers	5.9	
VII	(i) Director, Higher Education	5.5	
	(ii) Headmasters/Principals	5.5	
IX	Education Secretary	5.3	
X	Zilla Parishad Chairman	5.2	
XI	Zilla Parishad Secretary	5.1	
XII	Students	5.0	
XIII	Panchayat Samithi Presidents	4.5	
XIV	Officers working in the D P I's Office	4.2	
XV	Deputy Secretary (Education) in Zilla Parishad	4.1	
XVI	Minister of Education	3.7	
XVII	Representative of Teachers' Associations	3.5	
XVIII	(i) Extension Officers (Education)	3.2	
	(ii) Commissioner of Examinations	3.2	

Table - 2 Contd..

Rank	P E R S O N S	Weighted Score	(Max. 12)
XX	(i) Block Development Officers	2.9	
	(ii) Officers in Secretariat	2.9	
XXII	Parents	2.8	
	(i) Other Officers working in the Secretariat	2.2	
	(ii) Representatives of Class IV - Employees' Unions	2.2	

TABLE - 3

ACTIVITY ANALYSIS OF DISTRICT  
EDUCATION OFFICERS (N : 14 )

ACTIVITY	Time spent now (%)	Time they would like to spend (%)	Diffe- rence (%)
1. Administration - dispos- ing of files	38.6	29.3	- 9.8
2. Visiting/Inspecting Schools	16.6	24.6	8.0
3. Meeting Visitors (Parents, Teachers, Students etc.)	11.0	9.4	- 1.6
4. Attending Zilla Parishad Samithi Meetings	9.1	6.3	- 2.8
5. Organising and conducting examinations	8.0	6.8	- 1.2
6. Conducting Inquiries	5.0	5.7	0.7
7. Discussing with Gazetted/ Deputy Inspectors	4.3	7.6	3.3
8. Meeting the Zilla Parishad Chairman/Secretary	2.7	3.6	0.9
9. Meeting the Director, School Education	2.3	3.1	0.8
10. Others	2.4	3.6	1.2
Total ...	100.0	100.0	0.0

TABLE - 4  
RELATIVE IMPORTANCE OF THE  
DUTIES OF GAZETTED INSPECTORS OF SCHOOLS (N:45)

Rank	D U T I E S	Weighted Score (Max. 13)
I	To maintain academic standards as laid down by the Department	11.7
II	To provide help and guidance to teachers and Headmasters	11.3
III	To carry out instructions given by the District Education Officer	10.6
IV	To ensure proper and clean administration in schools	7.9
V	To maintain discipline among teachers	7.4
VI	To assist in securing physical facilities for schools	5.7
VII	To promote inter-school co-operation	5.6
VIII	To achieve co-operation from public bodies in order to follow up the recommendations made in the inspection reports	4.4
IX	To recommend upgrading of existing schools and opening of new Schools	4.0
X	Reduce wastage and drop-out rate.	3.6
XI	(i) Provide training opportunities to teachers	3.3
	(ii) To ensure growth in enrolment of students	3.3
XIII	To get public co-operation	3.1

TABLE - 5

DEGREE OF PERCEIVED IMPORTANCE OF  
PERSONS/GROUPS THE GAZETTED INSPECTOR INTERACTS WITH (N:45)

Rank	PERSONS/GROUPS	Weighted Sc (Max. 13)
I	District Education Officer	11.5
II	(i) Teachers	10.2
	(ii) Headmasters/Principals	10.2
IV	Supporting staff in the DEO's Office	7.7
V	(i) Students	5.7
	(ii) Director School Education	5.7
VII	Managements of Aided Schools	5.1
VIII	(i) Deputy Inspectors	4.7
	(ii) Officers in the SCERT	4.7
	(iii) Your own supporting staff	4.7
XI	Deputy Secretary (Education) in Zilla Parishad Office	4.6
XII	Officers working in the DPI's Office	3.4
XIII	Chairman, Zilla Parishad	2.5
XIV	Parents of Students	2.2
XV	Zilla Parishad Secretary	1.6

TABLE - 6

ACTIVITY ANALYSIS OF GAZETTED  
INSPECTORS OF SCHOOLS (N : 45)

A C T I V I T Y	Time spent now (%)	Time they would like to spend (%)	Variance (%)
1. Inspection of Schools	39.8	54.2	14.4
2. Conducting inquiries	10.6	3.8	- 6.8
3. Preparing Reports	10.4	11.1	0.7
4. Organizing and Conduct- ing Examinations	9.5	5.2	- 4.3
5. Attending departmental meetings	5.9	3.8	- 2.1
6. Administration	5.7	5.4	- 0.3
7. Organising training pro- grammes and conferences	5.6	6.7	1.1
8. Meeting the D E O	5.4	4.6	- 0.8
9. Meeting visitors (Teach- ers, Parents, Students etc.)	4.6	3.3	- 1.3
10. O t h e r s	2.5	1.9	0.6
Total ...	100.0	100.0	0.0

TABLE - 7  
RELATIVE IMPORTANCE OF THE  
DUTIES OF DEPUTY SECRETARIES (EDUCATION) IN  
ZILLA PARISHADS (N : 6)

Rank	D U T I E S	Rank Weighted Score
I	To ensure proper and fair administration in Schools	7.5
II	To provide liaison between the Zilla Parishad and the Education Department	7.2
III	To look after the personnel matters of teachers working in Zilla Parishad High Schools	6.4
IV	To carry out instructions given by the Chairman - Zilla Parishad	5.2
V	To provide physical facilities to schools	4.0
VI	To follow up inspection reports of the Gazetted Inspectors	3.7
VII	To carry out instructions given by the District Education Officer	3.4
VIII	To carry out instructions given by the Secretary - Zilla Parishad	2.3
IX	To conduct enquiries on Public Complaints	1.7
X	(i) To promote co-curricular activities in Schools	1.2
	(ii) To supervise mid-day meal programme	1.2
XII	To ensure inter-school co-operation	0.6



TABLE - 8  
DEGREE OF PERCEIVED IMPORTANCE OF  
PERSONS/GROUPS THE DEPUTY SECRETARY (EDUCATION)  
ZILLA PARISHAD INTERACTS WITH (N:6)

Rank	PERSONS/GROUPS	Weighted Score (Max. 9)
I	Chairman - Zilla Parishad	8.4
II	Secretary - Zilla Parishad	6.3
III	District Educational Officer	5.7
IV	Headmasters	4.8
V	Accounts Officer - Zilla Parishad	3.5
VI	Teachers	3.3
VII	Gazetted Inspectors	3.1
VIII	Officers working in the D P I's Office	2.4
IX	Executive Engineer - Zilla Parishad	2.3
X	Representatives of the Teachers' Associations	2.1
XI	S T U D E N T S	1.0
XII	Block Development Officers	0.7
XIII	Presidents - Panchayat Samithis	0.5
XIV	Extension Officers	0.1

TABLE - 9

ACTIVITY ANALYSIS OF DEPUTY SECRETARIES (EDUCATION)  
ZILLA PARISHAD ( N : 6 )

A C T I V I T Y	Time spent now (%)	Time they would like to spend (%)	Diffe- rence (%)
1. Administration (including attending to leave, pension transfer matters etc.)	53.6	45.0	- 8.6
2. Meeting Visitors (Teachers, Parents, Students, Representatives of Public bodies etc.)	11.9	9.1	- 2.8
3. Visiting/Inspecting Schools (other than enquiries)	10.1	20.0	9.9
4. Attending meetings (General-Body, Standing Committee, DEO's Monthly Meetings etc.)	6.6	5.3	- 1.3
5. Discussing important matters with Zilla Parishad Chairman/Secretary/Other Officials	6.1	8.6	2.5
6. Conducting Enquiries	5.9	4.9	- 1.0
7. Attending to Examination Work	3.1	1.7	- 1.4
8. Discussing Important matters with the DEO	2.7	5.4	- 2.7

TABLE - 10  
RELATIVE IMPORTANCE OF THE  
DUTIES OF THE DEPUTY INSPECTOR OF SCHOOLS (N : 285)

Rank	D U T I E S	Weighted Score (Max. 13)
I	To maintain academic standards as laid down by the department	12.0
II	To provide help and guidance to teachers and headmasters	11.0
III	To carry out instructions given by the D E O	10.0
IV	To maintain discipline among teachers	9.2
V	To ensure growth in enrolment of Students	7.3
VI	To ensure proper and clean administration in Schools	7.2
VII	To reduce wastage and drop out rate	6.5
VIII	To assist in securing physical facilities for schools	5.9
IX (i)	To recommend upgrading of existing schools and opening of new Schools	4.9
(ii)	To promote inter-school co-operation	4.9
XI	To achieve co-operation from public bodies in order to follow up the recommendations made in the inspection reports	4.5
XII	To provide training opportunities to teachers	3.8
XIII	To get public co-operation	3.7

Table -11

DEGREE OF PERCEIVED IMPORTANCE OF  
PERSONS/GROUPS THE DEPUTY INSPECTOR OF  
SCHOOLS INTERACTS WITH (N: 285)

Rank	Persons/Groups	Weighted Score (Max 16%)
I	Teachers	14.5
II	District Education Officer	13.7
III	Block Development Officer	11.7
IV	Extension Officer (Education)	11.1
V	President - Panchayat Samithi	10.4
VI	Headmasters/Principals	9.2
VII	Sarpanch, Gram Panchayat	7.6
VIII	(i) Students	7.4
	(ii) Parents	7.4
IX	Supporting Staff in the D.E.O's Office	6.8
X	Managements of aided schools	6.7
XI	Own supporting staff	6.5
XII	Officers in SCERT	5.1
XIII	Gazetted Inspectors of own district	4.2
XIV	Members of Panchayat Samithi	3.7
XV	Manager Panchayat Samithi	3.0

Table -12

ACTIVITY ANALYSIS OF DEPUTY INSPECTORS  
OF SCHOOLS (N:285)

Activity	Time spent now (%)	Time they would like to spend (%)	Difference (%)
1. Inspection of Schools	47.8	55.8	8.0
2. Preparing Reports	12.5	10.2	-2.5
3. Administration	11.4	8.5	-2.9
4. Organising and conducting examinations	7.1	5.0	-2.1
5. Meeting visitors (Teachers, Parents Students, etc.)	4.8	4.6	-0.2
6. Organising Training Programmes and Conferences	4.7	5.7	1.0
7. Attending departmental meetings	3.2	3.2	0.0
8. Conducting enquiries	3.0	2.2	-0.8
9. Meeting the D.E.O.	2.7	3.0	0.3
10. Others	2.8	1.8	-1.0
T O T A L	100.0	100.0	0.0

Table 13

RELATIVE IMPORTANCE OF THE  
DUTIES OF THE EXTENSION OFFICERS (EDUCATION) (N.175)

Rank	D U T I E S	Weighted Score (Max. 9)
I	To provide liaison between the Panchayat Samithi and the Education Department	6.1
II	To carry out instructions given by the District Education Officer	6.0
III	To ensure proper and fair administration in schools	5.4
IV	To carryout instructions given by the Block Development Officer	5.2
V	To carry out instructions given by the Panchayat samithi President	4.3
VI	To administer mid-day meal programme	3.9
VII	To ensure growth in enrolment of students in the Block	3.8
VIII	To look after the personnel matters of Teachers	3.4
IX	To follow up the inspection reports of the Deputy Inspectors	3.2
X	To provide physical facilities to Schools	2.9
XI	To reduce dropout rate and wastage in the Block	1.7
XII	(i) To ensure proper and fair administration in Schools	1.0
	(ii) To ensure proper and fair administration of the Student Welfare hostels	1.0
XIII	To ensure interschool cooperation	0.7

Table 14

DEGREE OF PERCEIVED IMPORTANCE OF  
 PERSONS/GROUPS THE EXTENSION OFFICERS (DCN)  
 INTERACTS WITH (N = 175)

Rank	Persons/Groups	Weighted Score (Max.9)
I	Block Development Officer	7.3
II	President, Panchayat Samithi	7.1
III	District Education Officer	7.0
IV	Teachers	5.7
V	Deputy Inspector of Schools	4.1
VI	Representatives of Teachers' Unions	2.8
VII	Manager, Panchayat Samithi	2.5
VIII	Sarpanch - Gram Panchayat	2.4
IX	Your own supporting staff	2.3
X	Members of the Panchayat Samithi	1.9
XI	Headmasters/Principals	1.8
XII	Parents	1.5
XIII	Students	1.3
XIV	Supporting staff in the D.E.O's Office	1.2

Table 15

ACTIVITY ANALYSIS OF EXTENSION OFFICERS (EDCN)  
(N: 175)

A C T I V I T Y	Time spent now (%)	Time they would like to spend (%)	Difference (%)
1. Administration (including attending to Leave, Pension Transfers matters)	31.4	25.1	- 6.3
2. Visiting/Inspecting Schools	26.4	39.4	13.0
3. Meeting the B.D.O.	8.0	6.0	- 2.0
4. Inspecting mid-day meal programme	8.0	9.2	1.2
5. Other work given by the Samithi like tax collection, family planning	7.7	1.3	- 6.4
6. Meeting visitors (Parents Teachers, General Public etc.)	6.7	6.5	- 0.2
7. Attending Samithi Meeting	4.6	3.7	- 0.9
8. Visiting Hostels	3.0	3.7	0.7
9. Meeting the District Educational Officer	2.4	3.8	1.4
10. Others	1.8	1.3	- 0.5
T O T A L :	100.0	100.0	0.0



Table 16

EXTENT OF DISSATISFACTION ON CERTAIN  
SERVICE CONDITIONS AMONG VARIOUS  
FUNCTIONARIES IN THE EDUCATION DEPARTMENT

- - -

No.	I t e m	WEIGHTED SCORE (MAX: 5)*				
		Exten- sion Officer (N.175)	Deputy Inspec tor (N.285)	Deputy Secy. (AP) (N.6)	Gazet- ted Inspec- tor(N45)	District Education Officer (N: 14)
1.	Present salary	3.9	4.0	3.4	3.3	4.8
2.	Prevailing rules & procedures	3.6	3.2	4.1	3.6	2.6
3.	The cooperation from other public-bodies	3.5	4.0	3.2	4.0	3.3
4.	The chances of promotion	4.5	4.4	4.1	3.4	3.8
5.	Work of own staff	2.9	2.3	3.3	2.2	3.2
6.	Own work load	3.0	2.8	3.2	3.2	2.5
7.	Financial resources at Command	3.7	4.0	4.0	3.8	3.0
8.	Cooperation from Managements of aided schools	3.2	2.8	3.0	3.0	3.7
9.	Office space and physical working conditions	3.4	3.0	2.1	3.8	3.4
10.	Cooperation from teachers	2.3	2.6	3.0	2.8	3.9
11.	Staff available	3.3	2.2	3.2	2.8	2.8
12.	Academic standards of Education in the Area:	3.4	3.4	3.8	3.6	3.7

\*Higher the score-greater the dissatisfaction.

Table 17

EXTENT OF AGREEMENT AMONG VARIOUS FUNCTIONARIES  
IN THE EDUCATION DEPARTMENT ON CERTAIN ISSUES

I S S U E S	WEIGHTED SCORE (MAX.5)*				
	Ext. Offi- cer N.175	Dy Ins- pector N.285	Dy Secy Z.P. N.6	Gazet- ted Ins- pector N.45	Dist. Edcn Officer N.14
1. The existing systems and procedures are suitable for your work:	2.4	2.7	1.9	2.3	2.7
2. You often feel you have more than one boss	4.3	2.4	4.4	2.7	3.6
3. The instructions from your superiors are clear and precise	3.2	3.6	2.8	3.5	3.7
4. There is too much of inter-ference from outside peo-ple and public-bodies	4.1	3.7	3.9	3.3	4.4
5. The kind of work you are doing is interesting and meaningful	3.4	3.9	3.6	3.8	4.3
6. By and large, your recommen-dations are accepted by the deciding authority	4.1	3.1	4.3	3.3	4.1
7. Your superior considers your opinion before taking decisions which affect your work	3.0	3.3	2.9	3.1	3.1
8. You often feel that you need more powers/authority in order to carry out your responsibilities	4.3	4.3	4.0	4.3	4.1

Contd...

I S S U E S	WEIGHTED SCORE (MAX.5)*				
	Ext. Offi- cer N.175	Dy. Ins- pector N.285	Dy. Secy Z.P. N.6	Gazet- ted Ins- pector N.45	Dist Edcn Officer N.14
9. You do not have the time to do other things which you consider important for fulfilling your role	4.0	3.5	4.1	3.9	4.1
10. Changes in the Organization structure and procedures will help in the achievement of your goals and tasks	4.3	4.3	4.2	4.2	4.1
11. You will not be able to satisfy the conflicting demands made on you by various people	3.9	3.4	3.7	3.8	4.1
12** Most of your time is taken up by routine administrative work	-	-	-	-	3.4
12** There are so many pressures that you just cannot exercise some of your powers	-	-	-	-	3.3

\* Higher the score - greater the agreement.

\*\* applicable to D.E.O's only.

Table 18

## LIST OF PROBLEMS AND SUGGESTIONS MADE BY THE VARIOUS OFFICIALS

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Sl No	Problems	Suggestions	Extension Officer		Deputy Inspector		Gazetted Inspector		Dy. Secretaries'		Dist Edcn Officers	
			Pro-blem	Sug-ges-tion	Pro-blem	Sug-ges-tion	Pro-blem	Sug-ges-tion	Pro-blem	Sug-ges-tion	Pro-blem	Sug-ges-tions
1.	Interference from non-officials	Remove Edcn from Public bodies/ reduce interference or they must cooperate	90	95	107	135	3	5	3	3	5	-
2.	Inspections inconsequential	All must cooperate in implementation. Powers to get them implemented	49	56	77	146	25	25	1	1	-	-
3.	Poor physical facilities	Proper physical facilities to be provided Merit system to be introduced	38	48	142	142	25	-	-	-	5	-
4.	Incompetent teachers	DEOs to appoint them	22	41	63	36	13	3	-	-	3	4
5.	Inadequate powers & staff	Increase the powers & staff	56	55	99	99	25	10	9	-	5	-
6.	Lack of transport facilities	Transport facilities to be provided	25	35	66	92	38	38	-	-	-	-
7.	Work load is too much	Work load to be reduced	36	-	79	63	26	23	4	1	4	5
8.	Poor service conditions	Service conditions must improve	24	24	49	12	-	-	-	-	-	-
9.	Lack of support from Superiors and subordinates.	Superiors must give proper guidance	65	65	192	-	12	-	-	-	-	-
10.	Unsystematic transfers	Transfers must be systematic	36	36	38	38	8	8	-	-	-	-
11.	Curriculum changes frequently	This must be avoided					2	2				

Table 19

254

## TYPE OF SCHOOLS - TEACHERS PREFER TO WORK IN (Weighted Score Max.4

Teachers - Categorywise	Sample No. of Teachers	Private Unaided Schools Weighted Score	Private aided Schools Weighted Score	Public- body Schools Weighted Score	Govt. Schools Weighted Score
1. Unaided Primary Teachers	12	1.33	2.00	2.50	3.45
Unaided Primary Headmasters	4	1.50	1.75	2.25	3.75
2. Unaided Secondary Teachers	101	2.10	2.63	1.74	2.99
Unaided Secondary Headmasters	25	2.50	2.80	1.40	2.20
3. Aided Primary Teachers	26	0.50	2.46	1.34	3.23
Aided Primary Headmasters	11	1.10	3.10	1.20	3.20
4. Aided Secondary Teachers	195	1.00	3.10	1.77	3.24
Aided Secondary Headmasters	62	1.45	2.10	1.90	2.90
5. Publicbody Primary Teachers	14	0.57	1.10	3.30	3.00
Publicbody Primary Headmasters	12	1.00	0.90	2.60	3.90
6. Publicbody Secondary Teachers	175	0.90	2.20	3.00	3.60
Publicbody Secondary Headmasters	88	0.93	1.41	3.10	3.80
7. Government Primary Teachers	14	1.20	1.90	3.40	4.00
Government Primary Headmasters	8	0.75	1.50	3.00	4.00
8. Government Secondary Teachers	234	1.00	1.95	2.23	3.70
Government Secondary Headmasters	69	1.00	2.50	2.39	3.83
T O T A L :	1050	1.13	2.29	2.27	3.44



Table 21

## DISSATISFACTION OF TEACHERS WITH SERVICE CONDITIONS (WEIGHTED SCORE. MAX.5\*)

Teachers - Categorywise	No. of Teachers	Present salary	Help from Public Bodies	Help received from Officers of Edcn Dept.D.I DEO, etc.	Chances of your promotion if you acquire higher qualifications	Help from Association Leaders	Physical Facilities and Equipment available in your School	Academic Standards of Edcn. in your institution.	
	1	2	3	4	5	6	7	8	9
1. Unaided Primary Teachers	12	2.7	4.2	2.6	3.2	4.2	3.0	1.4	
2. Unaided Primary Headmasters	4	3.8	3.3	2.0	5.0	1.0	1.0	2.0	
3. Unaided Secondary Teachers	101	3.0	3.8	3.3	3.5	3.3	2.6	2.2	
4. Unaided Secondary Headmasters	25	2.5	4.0	3.0	3.0	3.4	2.6	2.2	
5. Aided Primary Teachers	26	3.0	4.4	2.6	3.0	2.5	3.4	1.9	
6. Aided Primary Headmasters	11	3.0	3.9	2.1	2.5	4.5	2.9	2.0	
7. Aided Secondary Teachers	195	3.3	3.6	3.0	3.5	3.3	2.9	2.5	
8. Aided Secondary Headmasters	62	3.0	3.6	2.8	3.4	3.2	2.7	2.5	
9. Public-body Primary Teachers	14	4.0	3.5	2.5	3.2	2.8	4.2	2.4	
10. Public-body Primary Headmasters	12	3.9	4.0	2.6	3.2	2.8	3.8	2.5	
1. Public-body Secondary Teachers	175	3.2	3.5	3.1	3.7	3.2	3.3	2.8	
2. Public-body Secondary Headmasters	88	3.1	3.0	2.8	3.6	3.0	3.3	3.0	

\* Higher scores indicate greater dissatisfaction.

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1	2	3	4	5	6	7	8	9
13. Government Primary Teachers	14	2.1	3.1	2.9	3.0	2.8	4.2	2.0
14. Government Primary Headmasters	8	3.6	4.4	3.3	3.6	2.6	3.9	3.1
15. Government Secondary Teachers	234	3.1	3.8	2.8	3.2	3.4	3.1	3.0
16. Government Secondary Headmasters	69	3.0	4.0	2.9	3.1	3.3	3.7	3.2
TOTAL ;	1050	3.11	3.66	3.90	3.40	3.24	3.11	2.68

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Table 22

AGREEMENT OF TEACHERS AND HEADMASTERS ON CERTAIN ISSUES  
(WEIGHTED SCORE MAX. 5)

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Teachers - Categorywise	No. of Teachers	Work is interesting and Meaningful	It would be better if the Inspectors try to understand problems of teachers rather than finding faults	Publicbodies, (ZP.PS) are of no help in solving the problems of teachers	Transfers of teachers are made on the whims and fancies of influential people.	The involvement of publicbodies has helped in improving the academic standards & quality of Admn. in the field of Education.	The reports of inspecting officer are generally of great help.	In the present Admn. system day-to-day matters are settled smoothly and without delay.	Teacher should be posted outside their own Panchayat Samithi so that they are not distracted by local pressurcs.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Unaided Primary Teachers	12	4.7	4.1	3.0	4.3	2.2	3.6	2.1	2.3
2. Unaided Primary Headmasters	4	4.3	4.8	3.3	4.3	2.3	4.5	2.0	3.8
3. Unaided Secondary Teachers	101	4.4	4.4	3.5	3.9	2.5	3.8	2.7	3.5
4. Unaided Secondary Headmasters	25	4.5	4.7	3.9	3.9	2.1	3.6	2.5	4.0
5. Aided Primary Teachers	26	4.7	4.6	3.4	4.1	1.9	3.8	2.7	2.7
6. Aided Primary Headmasters	11	4.5	4.4	3.5	3.8	2.6	3.8	2.5	3.2
7. Aided Secondary Teachers	195	4.2	4.5	3.7	4.2	2.4	3.4	2.4	3.3
8. Aided Secondary Headmasters	62	4.3	4.5	3.9	4.0	2.1	3.3	2.3	3.5
9. Publicbody Primary Teachers	14	4.1	4.3	2.8	4.1	2.0	3.6	2.5	2.3
10. Publicbody Primary Headmasters	12	4.5	4.4	4.2	4.2	2.4	3.7	2.0	2.3
11. Publicbody Secondary Teachers	175	4.1	4.5	3.3	4.3	2.3	3.0	2.3	3.0
12. Publicbody Secondary Headmasters	88	4.3	4.5	3.3	4.3	2.3	3.0	2.3	3.4

Contd...

Cont.

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
13. Government Primary Teachers	14	4.5	4.1	3.5	3.8	2.3	3.6	2.6	3.0
14. Government Primary Headmasters	8	4.3	4.5	4.6	4.3	1.8	3.5	2.6	3.4
15. Government Secondary Teachers	234	4.4	4.5	3.7	4.0	2.1	3.5	2.4	3.4
16. Government Secondary Headmasters	69	4.4	4.5	3.8	4.1	2.0	3.3	2.7	3.7
T O T A L :	1050	4.32	4.50	3.55	4.13	2.25	3.35	2.42	3.37

\* Higher scores indicate greater agreement with the statement.

## IDEAS AND SUGGESTIONS PUT-FORTH BY THE TEACHERS (SAMPLE 50 QUESTIONNAIRES)

1.	Provision to be made for better physical facilities in the Schools	- 25
2.	The policy of non-detention to be scrapped	- 27
3.	Inspections to be made effective and subject inspectors to be appointed	- 22
4.	Service conditions of the teachers to be bettered	- 20
5.	Student teacher ratio to be between 1 : 25 - 1 : 40	- 19
6.	There should be professional competence on the part of the teachers	- 15
7.	A system of rewards and punishment to be introduced	- 13
8.	Facilities for refresher courses for teachers to be provided (at least once in 3 years)	- 13
9.	Provision for teaching aids to be made	- 12
10.	Academicians must be made incharge of controlling and in functioning of schools	- 11
11.	Transfers of teachers must be made on rationale basis	- 11
12.	The administrative control must be also exercised by the Education Department	- 10

## IDEAS AND SUGGESTIONS MADE BY THE HEADMASTERS

1.	Schools must have better physical facilities	- 16
2.	Inspections must be frequent	- 15
3.	Politicians must refrain from interfering	- 12

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GOVERNMENT OF ANDHRA PRADESH

ABSTRACT

REORGANISATION OF EDUCATION - Descriptive-cum-Critical Study of Educational system in Andhra Pradesh by the Administrative Staff College of India, Hyderabad - Expenditure - Sanction of - Orders issued.

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Education (Sp11. Cell) Department.

G.O.Ms.No. 746

Dated 26-6-1975

Read the following:

- 1) From the Principal, Administrative Staff College of India, Hyderabad, Letter dt. 6-1-1975.
  
- 2) From the Chairman, Centre for Educational Policy and Management, Administrative Staff College of India, Hyderabad, Letter dt. 27-5-1975.

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ORDER:

The Government of Andhra Pradesh spend every year a huge amount of about Rs. 96 crores on the educational system in the State and in the last few years, there has been a phenominal growth both in the volume and complexity of its functions. Further in the recent past, there has been unrest among teachers that the administrative machinery of the Education Department in the State has not been responsive to their felt needs. A reform of the educational system on sound principles of

management has therefore become a necessity. The Government after careful examination in consultation with the Director of Public Instruction and the Administrative Staff College of India, Hyderabad, have decided that a descriptive-cum-critical study of the educational system in the State should be undertaken by the Administrative Staff College, Hyderabad with a view to taking such measures as may be considered necessary to improve the functioning of the department of Education at all levels and also in regard to several practices and procedures now obtaining. This study project will be a collaborative Project between the State Government; and the Staff College. The study will cover particularly the following aspects:-

- 1) In view of the large amounts in the Education budget made over to Panchayat Raj bodies, Municipalities and private managements, the need for greater and more effective financial control by the Education Department over these bodies.
- 2) Considering the vast expansion in the number of educational institutions at all levels and also the increase in the number of teachers and growing complexity of the problems of administration. The necessity for adequate, increase in the cadre of administrative personnel and for proper interaction

among different functionaries in the field of education.

- 3) The working of the reorganised educational administrative set up at the District-level in the State may have to be critically evaluated with a view to suggesting improvements in the scheme to make it serve to aims of the reorganisation.
- 4) The organic relationships between the Education Department and the different types of managements of educational institutions.
- 5) The need to ensure that the directions and orders of the Education Department are properly carried out and implemented by the managements in regard to administrative matters and by the teachers in regard to academic matters.

2. Sanction is accorded to the incurring of an expenditure, not exceeding, Rs. 1 lakh (Rupees One lakh) for the above project during 1975-76.

3. The Director of Public Instruction is permitted to draw the amount, sanctioned above, in advance on an abstract contingent bill and disburse it to the Principal, Administrative Staff

detailed accounts should be furnished to the Accountant General, Andhra Pradesh Hyderabad within a period of three months from the date of drawal of the amount.

4. The Administrative Staff College of India, Hyderabad is requested to give its study report within a period of three months from the date of issue of this order.

5. The amount sanctioned in para 2 above shall be met from the provision available in the Budget 1975-76 and be debited to the relevant sub-head under "277 Education.....".

6. This order issues with the concurrence of Finance and Planning Department vide their U.O. No. 3085 FPSP, dated 2-6-1975.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF  
ANDHRA PRADESH)

M.V. RAJAGOPAL  
SECRETARY TO GOVERNMENT

To

The Director of Public Instruction, A.P. Hyderabad,

Cc: Accountant General, A.P. Hyderabad,  
" Pay and Accounts Officer, Hyderabad  
" Principal, ASCI, Hyderabad  
" Finance & Planning (Fin. Wing) Department.

// Forwarded by Order //

Sub. National Systems Unit  
National Institute of Education  
pi  
Sd/...  
Section Officer  
DOC. No. 376