

**IMPROVING PRO-POOR SERVICE DELIVERY IN
DEPARTMENTS WITH LARGE PUBLIC INTERFACE**

EDUCATION DEPARTMENT

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Improving Pro-poor service Delivery

Education Department

Introduction:

Since the 1990s efforts towards the eradication of poverty have intensified in Andhra Pradesh. A.P has witnessed a proactive social welfare policy with huge institutional resources for the socially and economically marginalized population. As part of this, GOAP has given importance to education in the last few years. The state has implemented several policies and programmes in recent years to develop education in the state. The major thrust of the initiatives was to promote access, equity and quality in this sector. This study examines the scope and scale of such activities undertaken by the Department of Education in Andhra Pradesh.

Education contributes to social, economic and cultural development of a country. Education makes people to acquire knowledge, skills, values and attitudes, which are necessary for the development of the society. Maintenance of higher living standards, better health, nutrition, increased productivity, sustained economic growth and reduction of poverty. social and economic inequality and good governance all depend on widespread education. Therefore, these roles make education a key area of public policy in the developing countries. (World Bank,1995).

The study is based on the discussions, information and data collected from the officials of education department. We had discussions with the senior officials, at the state level, officials of education department at the district level like the Joint Director/Dy. Director, District Education Officer, and Officials of Sarva Shiksha Abhyan, Officials of DIET and Knowledgeable people in this area. We have also visited some schools in the districts and had the views of the Mandal Education Officers, teachers and the villagers. We had collected data from the directorate and used it for the study.

This study is organized into three parts. The first part focuses on the main administrative and academic structures of the Education Department. The second part examines the various policies and programmes and the processes of the GOAP. The success of these policies and programmes depend on the manner in which they are

delivered. Ultimately these should reflect in the process of admissions, delivery of curriculum to students, and finally the evaluation of the students. The process of admissions, course delivery and evaluation system is discussed in this part. We have discussed the problems involved in the delivery of the services. Finally the last part contains our observations and conclusions.

PART: I

Directorate of School Education

The Directorate of School Education is concerned with all matters related to school education and caters to the educational needs of children up to Class X. The 5+2+3 pattern of school education in A.P constitutes 5 years of primary education, 2 years of upper primary education and 3 years of secondary education.

The objectives of the Directorate

- To enroll all the children in the age group of 6 -15 years in Schools
- To provide early childhood education to the children in the age group of 3 - 6 years
- To provide quality education up to class X
- To develop literary and numeric skills and social awareness in students
- To create scientific attitudes
- To promote cooperation, tolerance and self-control
- To promote vocational efficiency and productivity
- To develop qualities of social, industrial and cultural leadership among children
- To prepare children for higher education and
- To provide teacher education at Elementary and Secondary levels.

Source: Outcome Budget 2006-07, Department of School Education, Government of Andhra Pradesh

The Secretary, Education and Director of School Education (DSE) are the key functionaries who are responsible for the administration of the

Department. The DSE is assisted in the day-to day administration for the Directorate by the SCERT Director and Additional Director of School Education. The administrative structure constitutes subordinate officers at various levels. These include the Regional Joint Director (RJD) who oversees educational administration at the Regional level; the District Educational Officers (DEO) who are further assisted by the Deputy Educational Officers (Dy.EO) at the Division level to inspect secondary schools; and Mandal Educational Officers (MEO) who in turn inspect primary and upper primary schools at the Mandal levels.

• **Administrative functions of the various personnel in the Department**

Level	Authority and Key functionaries	Scope of activities
State	DSE <ul style="list-style-type: none"> • Director, SCERT • Addl, Director of School Education • Joint Directors • Deputy Directors • Chief Accounts Officer 	<ul style="list-style-type: none"> • Provide education to children upto Class X • Development and up gradation of school curriculum, syllabus, and evaluation techniques • Provide teacher education (in-service and pre-service) through DIETS and CTE • Mainstream school drop-outs and out of school children through Bridge Course and Open School Centers, as well as mainstream institutions.
Regional	RJD (5)	<ul style="list-style-type: none"> • Responsible for 3-5 districts • Supervises work of DEO in these districts • Conducts inspections of DEO/ Education wing of Zilla Parishad/
District	DEO <ul style="list-style-type: none"> • Gazetted Administrative Officer • Assistant Commissioner for Govt. Examinations 	<ul style="list-style-type: none"> • Heads the District Educational Administration • Administration, Inspection and Academic inputs
Divisional	DyEO	<ul style="list-style-type: none"> • Inspects 50-60 High Schools and 5% of Upper Primary Schools • Reviews inspection reports of MEOs • Assists DEO to conduct Class VII & X

		public examinations and other examinations by the Department
Zilla Parishad (ZP)	DyEO (22)	<ul style="list-style-type: none"> • To represent the Department in Zilla Parishads • Discharge all academic and administrative functions at the ZP level
Mandal Level	MEO <ul style="list-style-type: none"> • Mandal Resource Persons (MRP) 	<ul style="list-style-type: none"> • Inspect primary and upper primary schools in the Mandal • Improve quality of education at the primary level • Achieve higher enrollment and retention levels • Motivate school committees • Extend support to teachers and students • Prepare institutional plan and document Mandal Level Education Plan and habitation levels • Organize training programme for teachers, Para teachers, school committee • Participate in Mandal level meetings • Realize and implement objectives of the Sarva Shiksha Abhyan (SSA) Programme

Source: *Outcome Budget 2006-06, DSE, GOAP.*

State Council of Educational Research and Training (SCERT)

The SCERT presently functions as the academic wing of the Department at the State level, both by formulating and implementing the government's policies and programmes within the ambit of School Education. It provides various training programmes and academic guidance through extension services. Its vast publications of periodicals and other support literature also provide support inputs for teachers in addition to the evaluative and research studies on the impact of educational programmes in the state.

- **Functions of the SCERT**

- Preparation of curricula, syllabi, instructional material for primary, upper primary, secondary and alternative systems of education.
- Development of evaluation procedures and material which are helpful to the practicing teachers.
- Bridging gaps between the methods and techniques advocated in training and the actual classroom practices.
- Dissemination of knowledge relating to improved methods and techniques to be followed by educational institutions.
- Coordination with national and international organizations in academic programmes.
- Organization of orientation programmes for the professional growth of teachers, teacher-educators, supervisors etc.
- Publication of journals, periodicals, books, etc.
- Resource support to implement the academic policies laid down by the Government.

District Institutes of Education Research and Training (DIET)

The DIET represents the academic wing of the Department at the District level. While the DIET has been traditionally involved in the preparation of elementary teachers, there is a new emphasis on training pre-school teachers also. The DIET is also expected to develop courses for elementary teachers and to equip them with adequate skills to teach at the upper primary levels. The main activities of the DIET include the provision of pre-service training through the District Education, in-service training programmes under SSA, English language training to in-service teachers, A.P. Open School Programme and Action Research.

- **Functions of the DIET**

- 1) Upgrade the quality of teaching learning process in the district's elementary schools - levels of learner achievement being the ultimate index of such quality.
- 2) Prepare elementary and pre-school teachers through pre-service and in-service education.

- 3) Prepare district plans for universalisation of elementary education.
- 4) Develop district-specific curricula and teaching learning material.
- 5) Provide support resource centers at sub-district level i.e. to BRCs and CRCs.
- 6) Conduct research to build and improve understanding of elementary education in the district.
- 7) Improve and support community involvement in elementary education through various activities.
- 8) Support training programmes in adult education.
- 9) Strengthen the organization's capacity.

Sarva Shiksha Abhyan (SSA)

The SSA is the most important programme of the GOI launched in partnership with State governments and local self-governments, to attain Universal Elementary Education (UEE). Its scope is both comprehensive and integrative. The following are the interventionbased activities of the SSA.

	Intervention	Activities/ Achievements
1	Opening Primary Schools	<ul style="list-style-type: none"> • Appointment of teachers in new primary schools • Appoint additional teachers in existing primary schools • Retain previously appointed teachers
2	Upgrade Primary schools into Upper Primary schools	<ul style="list-style-type: none"> • Appointment of teachers in new upper primary schools • Appoint additional teachers in existing upper primary schools • Retain previously appointed teachers •
3	Construction (civil works)	<p>New school buildings</p> <ul style="list-style-type: none"> • School buildings for building-less schools. • Additional classrooms • Room for Head Master • Toilets • Drinking water facilities • Boundary walls • Separation walls • Electrification

		<ul style="list-style-type: none"> • Child friendly elements. • BRC with a unit cost of Rs. 6 Lakhs • CRC with a unit cost of Rs. 2 Lakhs • State Institute of Educational Management and Training (SIEMAT)
4	Strengthen Mandal Resource Centers and Teacher Centers	<ul style="list-style-type: none"> • Salary of resource persons • Furniture grants • Contingency grant • TLM Grant • Traveling allowances
5	Maintenance grant to Schools with own buildings.	<ul style="list-style-type: none"> • Rs. 4000/- per school per year up to less than three rooms, Rs. 7000/- per school per year having more than three rooms.
6	Provide school grants and teacher grants	<ul style="list-style-type: none"> • Rs. 2000/- per school per year as School Grant, Rs. 500/- per teacher per year as Teacher Grant.
7	Provide teaching learning equipment to primary and upper primary schools	<ul style="list-style-type: none"> • Rs. 10,000/- per new Primary Schools not covered under OBB, Rs. 50,000/- per upgraded Upper Primary School not covered under OBB.
8	Provide free textbooks	<ul style="list-style-type: none"> • Free text books to all focused group children namely girls/SC/ST children of Government, Local bodies and Government Aided Schools.
9	Provide Training to Teachers	<ul style="list-style-type: none"> • In service training to existing teachers (20 days) • Orientation to newly appointed teachers (30 days) • Refresh course for untrained teachers (60 days) • Training to resource persons of CRC/BRC & DIET faculty
10	Innovations - Girls' Educations, SC & ST computer education for U.P. schools	<ul style="list-style-type: none"> • Enrollment and retention drives • Special camps and bridge courses • Setting up special and alternative schools • Strengthening of Madrasas for formal education of girls • Community mobilization • Monitoring attendance • Remedial coaching classes • Providing a congenial learning environment inside and outside the

		<p>school</p> <ul style="list-style-type: none"> • Exposure visits for SC/ST children
11	Early Childhood Education	<ul style="list-style-type: none"> • Honorarium for instructors and <i>Aayas</i> • Play material for ECE • Training to instructors
12	Research, Evaluation, Supervision and Monitoring	<ul style="list-style-type: none"> • Undertaking research • Conducting achievement tests, evaluation studies • Providing regular community based data • Establishing an Education Management Information System • Assessment and appraisal teams and their field activities • Analyzing data and monitoring programs from sub-district to state levels
13	Training of Community Leaders	<ul style="list-style-type: none"> • Training of 4 community leaders per village and 2 persons per school in a year
14	Interventions for Out of School Children	<ul style="list-style-type: none"> • Setting up of schools in school less habitations (EGS) • Interventions for mainstreaming of Out of School children viz., Bridge courses, back to school camps, seasonal hostels etc. (AIE) • Strategies for very specific, difficult groups of children who can't be mainstreamed (AIE)

Source: *ibid*

PART:II

POLICIES, PROGRAMMES AND THE PROCESSES:

In Andhra Pradesh the 10 years of school education consists of primary stage covering classes I-V for the children of 6-11 years of age, upper primary stage covering classes VI and VII (age group 11-13) and secondary stage covering classes VIII-X (age group 13-16). Primary and secondary together constitute elementary education. The policies, programmes and the processes in delivering education is presented below.

Admission Policy: Age is the norm for admission in to Government, local body and private aided primary schools, i.e, one who completed five years of age on the first day of the academic year will be admitted in class I. To admit a child in secondary schools in class VI, he should have completed class V successfully from any recognized school or phase I from non formal education or equivalent, through open school system or entrance examination conducted by DEO. To admit a child in class VIII, he should have successfully completed class VII from regular or open school or phase II of non formal education. No school shall admit a child in class IX or X unless a child successfully completed VIII admitted into IX and IX into X.

Admissions into schools like AP Residential Educational Institutions (APREI), AP Social Welfare Residential Educational Institutions (APSWREI), and AP Tribal Welfare Residential Educational Institutions (APTWREI) are restricted. Admissions in to APREIs are made on the basis of entrance examination according to rule of reservation 50% to

general category, 25% to BCs, 15% to SCs and 6% to STs; in APSWREIs 87% to SCs, 6% to STs, 5% to BCs and 2% to other economically poor children. However admission is given only to the tribal students in APTWREIs. At the higher secondary stage admissions are made according to rule of reservations and merit. No school is allowed to admit more than sanctioned strength.

Process of Admissions: The admission process takes place for about a month from the beginning of academic year.

-At primary level admissions are very lenient. Age is the criteria to admit a child in class I. After filling the application form child is admitted in class I. In rural areas, parents send their children to work. Teachers convince the parents to send their kids to school. Teachers and HM take initiative to admit more children.

-For admission in to classes VI, VIII and IX a nominal Examination is conducted and based on the result the child is admitted in to the class.

-For dropouts classes are conducted in bridge schools. Based on the performance of the child in the examination he is admitted in a suitable class.

Access to Education: Education in Andhra Pradesh has expanded very rapidly in the last few decades, particularly in the last decade. The expansion of education was made possible due to introduction of several policies and programs related to access, quality, management, financing, etc. Some of these policies and programs related to education as a whole but there are some exclusively related to particular level of education.

4.1. Physical Access to Education: Access to education is mainly a problem in rural areas as all urban areas have schooling facilities. In the last few decades there has been a significant increase in the number of habitations/villages covered by schools due to increase in the number of schools of different types (Table-1). The population served by an educational institution has declined significantly. The average distance a child walks to attend a school decreased due to opening of new schools. Having a school in the habitation influence the parent whether or not to send the child to school, particularly the girl child. The habitations/villages having less population are at a disadvantage compared to more populated habitations/villages.

As per the norms, Primary School should be available within one km. distance; UPS within 3 kms; and High School within 5 kms. In 1993, about 97.6per cent, 79.4per cent and 78.2per cent rural population are provided with these facilities respectively. However, the coverage has increased at present. During 1993-2002 the number of habitations having a primary school/section within the habitation has increased by 19.1per cent and the number of habitations having a UPS within the habitation increased by 87per cent (Table-1).

Table-1.

AVAILABILITY OF EDUCATIONAL FACILITIES IN HABITATIONS

S. No.	Item	1993	2002	Growth (%)
1	Total Number of Habitations	62905	66528	5.76
2	Number of Habitations having Primary stage			
	(i) Within the habitations	43861	52218	19.05
	(ii) Within 1 Km	55716	62475	12.13
3	Number of Habitations having Upper Primary Stage Schooling Facility			
	(i) Within the habitations	8692	16291	87.43
	(ii) Within 3 Km	41143	49717	20.84

Source: C&DSE, VII All India School Education Survey 2002.

At primary stage, many new schools were opened under District Primary Education Program (DPEP). These schools were opened even in habitations having small population. The up gradation Primary Schools into Upper Primary and Upper Primary into Secondary schools, access to Upper Primary stage and also to Secondary stage has increased along with access to Primary Stage.

4.2. Growth of Institutions:

After the formation of Andhra Pradesh in 1956, there has been a rapid expansion of education at all levels (Tables-2). Primary Schools increased at a lesser rate compared to Upper Primary and Secondary schools. Due to several initiatives taken by the Government in recent years the number of schools increased at all levels.

Table - 2 .

Growth of Educational Institutions in Andhra Pradesh

Year	Primary Schools	Upper Primary Schools	High Schools
1956-57	29076	329	705
1960-61	34523	1569	1084
1970-71	37013	3123	2903
1980-81	40611	4621	4065
1990-91	48731	6118	6116
2000-01	55901	9804	10277
2002-03	63362	15110	12570
2003-04	63897	15215	13160
2004-05	61680	16667	14342
CAGR	1.7	8.7	6.5

Source: 1. Selected Educational Statistics, C&DSE, GOAP, 2001 and 2003

2. Andhra Pradesh: Five Decades of Development, DES, GOAP, 2002

4.3. Growth of Enrolment:

Consequent on the increase in the number of schools the number of children attending school also increased (Table-3). Enrollment in Secondary education increased more rapidly compared to other levels of education. This is because of the emphasis given to Universalisation of Elementary Education. During 1956-57 and 2002-03 the growth in enrollment was 2.7 per cent at primary level, 5.3 per cent at secondary level and 5.4 per cent at high school level.

Table: 3.
Enrolment by Stages - 1956-57 to 2002-03

Year	I - V	VI - VII	VIII - X
1956-57	2454054	233286	209958
1960-61	2976055	300817	243528
1970-71	3882876	503826	465347
1980-81	5417340	914784	828069
1990-91	7536578	1528748	1569920
2000-01	8905953	2071461	2004587
2002-03	8533631	2459624	2371996
CAGR	2.7	5.3	5.4

Source: Selected Educational Statistics, GOAP.

4.4. Access Related Policies and Programmes:

The major shift towards providing education to all the children started with the enactment of Compulsory Education Act in 1964. It became obligatory on the part of GOAP to provide free and compulsory education to all the children in the age group of 6-14 years. The GOAP has taken several initiatives like opening of new schools, taking over or funding of schools run by private managements. Since 1994 government of AP has been implementing its policy of providing upper primary school facility within a distance of two kms. These schools serve a population of 200 and above and secondary education school facility within a distance of five kms of each habitation/village and serve a population of 200 and above.

Another program initiated by the Government is called **MAABADI**. Under this program, community is permitted to open a school and engage an instructor in habitations with a minimum of ten learners. Government provides assistance to train the community instructor.

GOAP had also launched programmes like Chaduvukundam (Let us Study) and Chaduvula panduga, to bring back the drop out and never enrolled children to school. These programs help tackle the problems of child labor and needs of disabled children. The drop-out and never enrolled children in the age group 5-15 years were identified with the help of parents, school education committee members, Panchayat members, retired employees, self help groups, NGOs and others. Those children were given Identification Cards, enrolled and taught in a joyful atmosphere. This programme also tried to understand the reasons for non enrolment of children, and their expectations to attend the school. The programmes are aimed at ensuring total enrollment, continuation and completion of elementary education of a reasonable quality. These initiatives have created some awareness and helped in increasing the enrolment.

The Andhra Pradesh open school society was established in the year 1991 to increase access to those who can not attend the school on full time basis. It provides flexible and non-formal education to school dropouts from the primary to secondary stage and to working men and women through the open learning system.

Another initiative of GOAP is opening of Bridge Schools to increase the access to elementary education. These schools were opened to bridge the gap between out of school children above 10 years of age who were enrolled in a regular school and the regular students. The residential and non residential bridge schools serve the purpose. Residential schools are meant for child laborers and others, whose parents are not able to send their children to school. Non residential schools are meant for those whose parents can send their children to

school. These children are given training for about six months to one year to admit them into the class appropriate to their age in a regular school. The GOAP has opened 64 residential bridge schools for girls with the assistance from World Bank.

Mid-day Meal Scheme (MDM): This is one of the important services provided by the government. In place of 3kg rice per child per month, GOAP has introduced Mid-day Meal scheme from 1st January 2003. in government and aided private schools. The scheme covers all children from class I to class VII studying in government, local bodies and aided schools. It also covers those children studying in madarasas run by organizations assisted by Centre/State government and work with children who are either disabled, former child laborers or minorities.

The main objectives of the program are to improve enrollment, attendance, retention and learning levels of children by providing nutritious food. The implementation of the scheme has seen participation from mahila mandals, SHGs, primary schools themselves, NGOs and anganwadis. The process of implementation of this scheme is as follows:

- In providing the food rice is procured from Fair Price Shop. The vegetables and other commodities are purchased on the basis of certain fixed amount for each student.
- Food is cooked and served by the appointed DWCRA group or NGO at the school premises supervised by the HM.
- The expenditure amount is claimed by the HM.
- Mandal Education Officer makes the payment.
- The money is released once in three months through bank transaction and not in cash to avoid leakages.

Community Participation: GOAP has decentralized/devolved powers with regard to administration, planning and finance. Like in Kerala, the Government has created Parent Teacher Association (PTA) by an Act, known as School Education Act (Community Participation) 1998. As per the Act, every school should have PTA consisting of all the teachers and parents of all children enrolled in the school as members, only one of the parents of the children in a family, enrolled in the school shall have the right to vote. The association shall meet as often as necessary but not less than two times a year. The Head of the institution (HM) shall be the Convener. A parent member elected for the purpose shall preside over the meeting of PTA. School education committee is empowered to appoint the Para teachers according to the requirement of the school. The committee was also empowered to prepare plans and implement them for the development of the school.

Establishment of Pace Setting Institutions: Government of Andhra Pradesh, with a view to provide quality education to poor but meritorious students belonging to rural areas has set up societies like APREIS, APSWREIS and APTWREIS. APREIS was established in the year 1972 to open and manage Residential Schools in the state. The main aim of Residential Institutions is to provide high quality education to talented students from rural areas with a view to enrich them in acquiring knowledge. Apart from this, the Society also aims to bring the high quality secondary education within the reach of common man and to provide good educational infrastructure in rural areas. These institutions are serving more than one objective-access, equity and quality.

6. Quality and Efficiency:

The quality of education depends on the availability of physical infrastructure in the institution, academic facilities and quality of teachers. All the three are important for effective functioning of schools and academic excellence. The efforts to supply education reflect extent of provision of physical facilities and creating appropriate teaching and learning conditions. As far as physical facilities or physical infrastructure is concerned one can include availability of permanent buildings, clean and adequate classrooms, and other premises. The academic facilities comprise laboratory, library, and teaching and learning aids. In addition the quality provisions include educational qualifications and training of teachers, favorable teacher-pupil ratio, teaching load and availability of subject teachers, co-curricular activities with a bend towards academic learning etc. Ancillary infrastructure refers to presence of well-marked school compound, playground, drinking water, urinals and separate toilets for girls, etc.

An analysis of Physical facilities, particularly the availability of school building and other ancillary facilities is carried out in the following section. This is followed by an examination of the quality of teaching-learning provisions, particularly related to teacher characteristics.

6.1 School Buildings:

A school building provides an identity to school and for effective teaching-learning activity by sheltering teachers, students, records, materials from the vagaries of weather. In Andhra Pradesh 73.20 per

cent of upper primary schools, 76.79 per cent of Secondary schools and 77.02 per cent higher secondary school are having pucca buildings. As per All India School Education survey,2002, 17,899 additional classrooms for upper primary schools, 18,903 classrooms for secondary and 3802 classrooms for higher secondary schools/Junior colleges are required.

6.2 Teachers Availability & Training:

The availability of teachers in all types of schools increased significantly in the last four decades. With increase in number of schools the number of teachers appointed also increased. The Table -4 presents the growth of the teaching staff and the changes in the Pupil Teacher Ratio (PTR). From the table it was observed that enrolment of students and number of schools increased faster than the number of teachers initially. As a result the PTR increased more than the norm prescribed. Deterioration in quality has started due unauthorized absence of teachers, lack of interest in teaching, shortage of teachers, particularly to handle mathematics, science and English subjects, involvement in trade unions activities, indiscipline in teaching and student community and lack of supervision. The increase in TPR was due to the increase in the number schools on the one hand and, the retirement of teachers on a large scale on the other. The recruitment of teachers on a large scale was also delayed. To overcome the problem GOAP has started recruitment of teachers on a large scale in the last few years. This led to reduction in PTR to prescribed levels.

Table-4**Number of Teachers**

Year	Primary school	PTR	Upper primary school	PTR	High school	PTR
1956-57	77205	31	4421	34	16166	23
1960-61	78521	36	8717	24	24925	22
1970-71	79172	39	24937	31	49428	18
1980-81	80953	50	35424	38	58649	27
1990-91	110857	53	41837	47	74751	37
2000-01(Reg) V.V	133546 16001	45 --	69265 10340	38 --	131324 12481	34 --
2002-2003(R) V.V	173731 18188	37 33*	102152 15605	33 29*	140019 11598	29 27*
2004-05 (R)	166935		103985		140399	

* With the inclusion of Vidya Volunteers

Source: Selected Educational Statistics 2000-01 and 2002-03 GOAP

To improve the quality of teaching the GOAP has taken the following initiatives. First, creation of additional posts of school assistants exclusively for teaching English and physical sciences in secondary schools by upgrading the existing Secondary Grade Teacher posts. Earlier one of the three school assistants or the head master used to handle English, physical Sciences. It is shared both by the mathematics and science teachers now. This resulted in providing required qualified staff to teach all subjects without causing inconvenience either to the teachers or to the student. Secondly, to meet the shortage of teachers in up graded secondary schools, GOAP has authorized School Education Committees (SEC) to appoint teachers on a contractual basis (known as Vidya Volunteers).

The government has initiated large scale recruitment of teachers in the last few years. The percentage rise in number of teachers in Primary &

Upper Primary Schools has exceeded the percentage rise in number of students. This has resulted in bringing down the teacher pupil ratio to 1:40 or below. Whereas in Secondary Schools, the percentage increases in number of teachers is less than the increase in enrolment. This indicates the Government's commitment for providing quality education at elementary stage.

Teacher's competence by and large depends on three factors namely, recruitment procedure adopted by the state government to trap the talent available from the society, qualifications prescribed for appointment to a particular post and the support system. There may be several other factors affecting teacher competence. Based on this, government of Andhra Pradesh initiated appropriate steps to recruit qualified and competent teachers.

There are multifold packages to provide on the job support to the teachers. 20 days in-service training, 30 days orientation and training for new recruits and 60 days orientation for untrained teachers. Every district has a teacher support system that is coordinated between DIET, CTE and the SSA. Each DIET looks after pre-service and in-service education requirements of teachers in the district., Recurrent training, peer learning, guidance & support given by the head teacher, creative supervision, media support, printed material like teachers' hand books, seminars, work shops etc are other packages.

6.3 Inspection and Supervision:

The inspection system is an important link between the education administration and individual schools. Its main functions are to ensure

standards and quality of teaching in government schools. There are field functionaries at district and mandal level to monitor the programmes launched by the department of school education and ensures quality in education. It is expected that every school will have one inspection, and one follow up visit in a year. It was found that the inspectors find it difficult to achieve the targets. The reasons are two fold - one is the expansion of schooling facilities due to up gradation of upper primary schools, and the other is shortage of Educational officers at mandal level. In addition, the inspecting officers are entrusted with a number of activities. The result was that the Mandal and District level supervision was not satisfactory and the officers were not in a position to provide required guidance.

6.4 Quality related Policies and Programmes:

The emphasis of GOAP initially was mainly on improving access to education. The quality aspect has not received enough attention. Many studies have established that the quality of education was deteriorating. Though the government provided access to Universal Elementary Education (UEE) -i.e., increasing access and enrolment and reducing drop-out rates the levels of learning has not improved. The importance of quality in the provision of education was recognized. To improve the quality of education, GOAP has initiated several steps in recent years.

Special emphasis on poor performance schools: GOAP has identified schools having less than 20 per cent pass in the SSC examinations. The teachers of the respective schools have to adopt 5 to 6 children and coach them to get through the SSC examination. Officers of the respective area have to adopt schools achieving less

than 20 per cent results in SSC examination and pay special attention and guidance to achieve better results.

Institution of Best Teacher Awards: GOAP instituted Best teacher awards for all teachers including secondary school teachers.

Science Education: To inculcate the importance of science education at the secondary level, GOAP has supplied integrated science kits to Upper Primary schools/sections, science equipment and library books. training to teachers and establishment of District Science centers. Every year government conducts Science exhibition at district level and state level to encourage the young children and teachers to inculcate scientific temper and attitudes. The identified themes are exhibited and the best two will be given prizes in each theme. This creates enthusiasm among the children.

Mathematics Olympiad: Every year the GOAP provides financial assistance for conduct of Mathematics Olympiad to encourage young minds in Mathematics to increase their analytical ability.

Introduction of Computer Education: GOAP has introduced computer education in Government schools to provide computer aided teaching and compete with private school children and better understanding of information technology.

Introduction of Audio Visual program: In recent years GOAP has introduced *Mee Kosam Programme* for the students who are appearing for public examinations i.e. 7th and 10th class through KU

band. In this program the lessons are prepared and presented by subject experts are recorded and telecasted.

Institution of Pratibha Awards: GOAP has instituted Pratibha Awards for meritorious students who have secured highest marks in all the public examinations.

Formation of school complex: GOAP has introduced the formation of school complexes with secondary school as center covering 10 to 15 primary and upper primary schools. These complexes are aimed to act as resource centers in providing internet facility; library books, TLM, AV equipment etc., and monitor the schools to improve transition rates and quality of education.

Revision of Curriculum: GOAP has been implementing a policy of revising the curriculum for school education including secondary education at regular intervals to keep pace with the changing needs. These initiatives certainly help in achieving quality to a limited extent. Other important aspects such as unauthorized absence of teachers, quality of teaching, developing analytical ability among the students, attitudinal change of teachers, HRD, training needs, discipline among teachers and students, introduction of personality development subjects such as morals, ethics, civics, hygiene, competitions such as elocution and essay writing and supervision by higher officials needs to be addressed.

Curriculum Transaction:

We have discussed the policies and various programmes of the government in providing education. These policies and programs include the admissions, access to schooling, enrollment, infrastructure, quality of teaching, training of teachers, inspection of schools and government initiatives on providing quality education. Below we discuss actual curriculum transaction in schools.

-First of all students are made known the importance of attendance in the school. The teachers particularly in rural areas monitor the attendance of the students.

-Government provides books to students up to 10th class. The books are provided to students up to 8th class from SSA funds and for classes 9th and 10th from government funds. Many a time students do not get books in the beginning of the year.

-In government schools qualified teachers are appointed compared to private schools. Generally the syllabus is completed by February of the academic year except for classes 7th and 10th. For these two classes the syllabus is completed by December-January of the academic year. - Revision classes are taken to 7th and 10th class students. For weaker students more time is given before and after school hours.

-For 7th and 10th class students model tests are conducted before the final examinations.

-In some school Children's' Language Accreditation Test is conducted to improve the language, particularly English.

-Interested teachers organize subject clubs.

-Under achievers are given extra coaching.

-In many rural schools there is scarcity of teachers in Mathematics, Science and English. Since other teachers do not know these subjects, those subjects are neglected.

-HM of the school is allowed to hire resource persons. Depending on the availability of the qualified persons he appoints teachers on temporary basis to complete the syllabus.

-It was found that students are not taught subjects like Morals, Ethics, Civics, and Hygiene in schools.

-It was also found that Elocution and Essay writing competitions and General Knowledge tests are not conducted to improve the vocabulary of the student. These extra curricular activities are very important for the growth of the child.

-The supervision of the school is done by DEO at District and MEO at Mandal level. These officials hardly find time to know the performance of the school and the student as he is burdened with a lot of activities. At the same time the number of school he has to visit is large.

-In some rural schools interested teachers inform the parents about the progress of their child in studies.

6.5 Examination and evaluation system:

GOAP has decided to conduct pre final exam for children appearing for SSC examination to build up confidence and overcome fear among them. To protect merit and minimize the malpractices GOAP has introduced the jumbling system as a result of which no student is permitted to write the public examinations in the same premises where he/she studied. At the same time students of a particular institution have to write the examination at several places. The procedure followed in the evaluation of the student is given below.

-No terminal examination is conducted in the schools except for 7th and 10th classes where government conducts examinations at the end of the academic year.

-The student is promoted on the basis of attendance. The student is supposed to be monitored by the teacher in the studies.

-Monthly exams are not conducted to see the progress of student in the subjects. Some schools conduct quarterly and half yearly exams.

-Quarterly and half yearly examinations are conducted for classes 7 and 10. Answer papers are evaluated and given back to students.

-In some schools teachers provide question banks to students and guide them how to answer the questions in the examinations.

Pre-service and In-service Training: Competence of the teacher depends on four factors namely, recruitment procedure, qualifications, analytical ability to teach and the support system available for training. There may be factors affecting teacher competence like unwillingness to teach, attitude towards teaching, etc,

DPEP provides packages for on the job support to the teachers. In-service and recurrent training, peer learning, guidance and support given by the head master, creative supervision, media support, printed material like teachers' hand books, seminars, work shops etc are worth mention.

GOAP has provided facilities for in-service training programs, organized by SCERT, IASEs and CTEs. Though the facilities are available, they are not sufficient to meet the needs. Their operational area is wide and the resources are quite inadequate. In private schools peer learning and guidance from the head teacher are usual phenomenon. This sort of environment is seldom found in government

schools. Certain magazines like 'Telugu Vidyarthi' which contains information on the pedagogy and successful practices, are rarely seen in schools. However, the Department of School Education supplies annual calendar making the school program of action more explicit. In short, teacher support system is inadequate and there is wide scope for improvement.

6.6 Equity Related Policies and Programmes:

Government of Andhra Pradesh, recognizing the importance of education, has committed in providing education to weaker sections of the population. It has taken steps to enhance access to education to neglected groups and regions. These policies related to education of girls and also socially disadvantaged sections like OBCs, SCs, STs, rural areas and backward regions/districts. Though it is difficult to point out the impact of specific policy, they have brought significant change in the education system of Andhra Pradesh. However, the overall impact of selected policies and programmes is briefly discussed below.

Operation Blackboard scheme (OBB): This programme was introduced by Government of India in late 1980s. There are three components in the scheme: viz, (i) provision of at least two reasonably large rooms with a Verandah (ii) Provision of at least two teachers, and (iii) provision of essential teaching and learning material. In Andhra Pradesh about 24 thousand school buildings were constructed and 43 thousand schools were supplied with teaching and learning material under this scheme. Thirty Three thousand teachers were recruited and about 62 thousand teachers were given training in Special Orientation Programme for Teachers (SOPT). Almost all the

primary schools in all the districts were covered under this scheme (Shiva Reddy, 2000). However, the overall impact of the scheme on Learning Environment appears to be unsatisfactory as many schools do not have all the three components of OBB.

Andhra Pradesh Primary Education Program (APPEP): The other two major initiatives, Andhra Pradesh Primary Education Program (APPEP) and District Primary Education Programme (DPEP) are to improve primary education in the state. APPEP was launched in April 1983 with ODA (presently DFID) assistance. The main objectives of the program were to improve the quality of primary education through (i) Enhancing the professional competence of teachers and supervisors, and (ii) Assisting construction of primary school buildings. The project covered all the districts. However, the first component “building professional competence” could not be effectively utilized due to lack of related supporting structures and transfers of teachers.

District Primary Education Program (DPEP): This program covered 19 districts in the state. The main objectives of the programme are to: (i) enroll 95 per cent of the children in primary school or its equivalent, (ii) reduce gender and social differences in enrolment, drop-out and learning achievement to less than 5 per cent, (iii) reduce drop-out rate for all students to less than 10 per cent, (iv) raise average achievement levels by at least 25 per cent over measured base line levels and ensuring achievement of basic literacy and numerical competencies and of 40 per cent achievement levels in other competencies, by all primary school children, and (v) strengthen the capacity of the State in planning and management of education system.

Problems:

In spite of Government efforts in improving the education system and quality of delivery, there are many factors coming in the way. The problems that need to be taken care of are presented below.

- Decline in Enrollment: It was observed that there has been a decline in Enrollment of students in the schools.

- Shortage of Teachers: There has been shortage of teachers in schools. Recruitment of teachers in recent years has improved the situation but the problem still persists.

- Absenteeism: It was observed that teachers are not regular to schools in rural areas. Unauthorized absence of teachers persists.

- Supply of books: Govt. supplies books to students. Sometimes distribution of books gets delayed. In the process completion of syllabus is delayed. Govt. has taken steps to supply them on time but the problem persists.

- Teaching: it was observed that in rural areas subjects like mathematics, science and English are not taught properly due to non availability of teachers. The situation has improved in the last few years, but the problem is there. Subjects like morals, ethics, civics and hygiene are not taught. These subjects have a bearing on the character of the student.

- Supervision /Inspection: DEO at the district level and MEO at mandal level inspect the schools and find out the performance of schools. These officers hardly find time to inspect the schools as the number of schools has increased significantly.

- Indiscipline: There has been indiscipline among the students and the teachers which hampers whole education system.

- Dual control: It was observed that schools are administratively controlled by the line department and ZP. This dual control of schools creates problems for effective functioning.
- Quality of Teaching: It was established that quality of teaching is deteriorating over a period of time. It depends on the qualifications of teacher, his willingness to teach, the knowledge he possesses, his analytical ability. Though qualified teachers are appointed in Govt. schools, most of them lack in other aspects.
- Physical Facilities: Over a period of time the infrastructure facilities in schools have improved. Still there is need to improve these facilities in rural areas.
- Training: The teacher training facilities available are inadequate. There is need to increase these facilities to cover all the teachers at least once in five years.
- Evaluation: Annual evaluation of students is done only to 7th and 10th classes. The performance of the student has to be a regular feature through a process of examinations at regular intervals.

PART: III.

10. **Summary and Conclusions:** The education system has undergone changes in the last few decades. But qualitatively it needs a lot of improvements. The recent initiatives of Govt. have some serious implications in quality as well as in equity and in the short run and in the long run. Therefore, the following key issues need to be looked in to improve the quality, efficiency and equity of the education system in Andhra Pradesh.

Elementary Education: One of the key issues that need an urgent attention of policy makers is the decline in the number of children in recent years. The number of children to be enrolled in schools has come down due to decline in the fertility rate. This is a positive indication from the demographic point of view, but is a cause for concern from education point of view. The 1990s witnessed decline in the number of children, on the one hand, and increase in the number of primary schools, on the other. This has resulted in un-viability of many schools. The increase in access to education has followed decline in quality and effectiveness of primary education. In many schools in rural the number of students in each class rarely exceed single digit. The two teachers have to attend to all the five classes. On many occasions one may find only one teacher to manage the entire school.

In this context it is necessary to look at the relevance of norms-the distance and 1:40 teacher pupil ratio with a minimum of two teachers. The distance norm was specified when the transport and communication system was not developed and the 1:40 norm when number of children in a village was more. With the development of s transport facilities, parents do not hesitate to send their children to nearby schools. Instead of having unviable schools in small habitations, a full fledged school may be established with in a few kilometers with required number of class rooms. Additional sections can be added if the number of students exceeds 40.

Despite the existence of several schemes and programmes the quality of education in public funded schools is far from satisfactory. More than anything else there is a need to improve the teaching learning environment by providing all essential infrastructure along with

increasing accountability of the teaching community. In the absence of other facilities, it is difficult and sometimes unjustified to fix responsibility on the teaching community for the state of affairs.

Secondary Education: As a result of several programs like DPEP and SSA the enrolment in elementary education increasing. The drop-out rate at this level has come down. This has lead to increase in demand for secondary education. Government funded secondary schools have not been fully equipped to meet this demand without compromising on quality. Many upgraded secondary schools do not have adequate staff, space and other facilities. There is need to provide all these on a priority basis, particularly in rural and remote areas where alternatives are limited.

Regulation of Private Sector: Private unaided sector is expanding rapidly at all levels. In school education, unrecognized component is appears be growing in urban areas and spreading to semi urban areas. There appears to be a vast network of schools in the private sector. Though there are norms for setting up schools in the private sector, there are no adequate checks on the private sector. There is need for regulating but not controlling the private sector.

Inspection and supervision: Inspection of government schools is not regular, and it was revealed that mal practices take place in inspecting the private schools. This leads to deterioration of standards in school education. Though there are mechanisms available at mandal and district level, they are not sufficient. Supervision is to be intensified. At least one visit in every quarter and one inspection every year are advisable. In order to have effective supervision and guidance

to schools, the present system needs to be strengthened and rigorously implemented. The leadership provided by head of the institution influences quality of learning environment. Head masters/principals in government schools are appointed simply on the basis of seniority. In contrast, the private schools consider the recruitment of an able person as headmaster to be a perquisite for establishing a school. There is a need to re-look into the appointment criteria for headmasters/principals. Ensuring their stay in head quarters and orientation on planning and management will promote internal efficiency.

Bottlenecks and Scope for Improvement¹:

While the government sector remains the largest provider of school education, followed by self-financing private schools and government aided private schools respectively, self-financing schools have made significant inroads between 2001 and 2006, representing almost 30% at all three levels of schooling. Yet, it is also important to note, most of these schools are in urban or semi-urban areas, whereas Government schools remain the main stakeholder in rural areas.

In a few places where government schools have been perceived to improve considerably in the eyes of the community, unrecognized private primary schools have been shut down and students have been re-enrolled in government schools. (e.g. Srikakulam district where 63 such schools were shut down in 2005-06, and 38 in 2006-07. Although the incidence of such reversals are few, they nevertheless reflect the possibilities of a vibrant school sector which can result from regular functioning and improved quality of teaching methods.

1. There is a shortage of human resources both in teaching and administration. The emphasis on academic issues has been given less priority. This has consequently given rise to quality concerns. There is a strong need to build the capacity of the administrators and the teaching staff from the district level

2. onwards through a structured programme. For instance, the DEO's office and administrative work could be managed far more effectively if computerization was introduced. At the same time skill development programmes like teaching methods HR programmes, motivation, attitudinal change, communication, etc, to teachers at least once in five years.
3. The SSA is perceived as a parallel administrative structure in the districts, which questions the utility of the existing structure. Concerted efforts towards role clarity and designated responsibilities will facilitate a cohesive framework of co-operation and ambition within the Department.
4. In the drive to meet the growing demands of the upper primary school going population, the school mapping process undertaken was unrealistic. In fact, the construction of new upper primary schools exceeded the requirements of the state disproportionately. According to the SCERT, "there are approximately, 8,000 schools in the State where the enrollment levels are just 15 students". As a result of these low enrollment figures, it is uneconomic for both primary and upper primary schools to operate given the shortage of teachers. The school mapping exercise would have been far effective if a realistic distance matrix was used. It is proposed that the school mapping exercise be undertaken by the Headmaster in charge of the school complex instead of the MEO as is the current practice. This is because the school complex covers an area of 15 habitations, and thus makes the management of the exercise more feasible.
5. The shortage and absenteeism of teachers is a problem in rural schools. The recruitment of teachers in the last few years helped to reduce this problem. This problem could be overcome in a few years. The unauthorized absenteeism needs to be tackled by authorizing the Parents Teachers Association to monitor the attendance and report to the higher authorities. Action needs to be taken against such persons.
6. In Govt. schools the appointment of teachers is based on certain qualifications and procedures. Government schools

have qualified teachers compared to private schools. But teaching of certain subjects like Mathematics, Science and English is not satisfactory. The subjects like morals, ethics, civics and hygiene need to be introduced in the school education. Extra curricular activities like elocution, essay writing competitions need to be conducted. These subjects help the child to develop his character and skills.

7. As mentioned earlier it is known fact that the quality of teaching is deteriorating. Quality of teaching depends on the qualifications, knowledge and the analytical ability of the teacher along with the method of teaching. Though the teachers in Govt. schools are qualified, most of them are lacking in other aspects. The teachers need to be exposed to training to develop these important aspects in teaching. Given the coverage of the area and the number of teachers to be trained, the available training facilities are inadequate to meet the requirements. It is necessary to undertake the training needs assessment of teachers and develop programmes to meet the requirements.
8. At present there is no mechanism to evaluate the child's performance in the studies except for 7th and 10th classes. Attendance is the criterion to promote the child to next class. Only quarterly and half yearly examinations are conducted. This is not sufficient to evaluate the student on a continuous basis. In addition to quarterly and half yearly exams, monthly exams also need to be held to monitor the progress of the child on a continuous basis in all the subjects. This helps the teacher and the parent to take remedial measures to improve the performance of the student. This also helps the weaker student to compete with others in studies.

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