



A SYSTEM STUDY ON  
EDUCATION DEPARTMENT



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Report of a system study, on the Education Department, Govt. of Assam, carried out jointly by Sri K. Saigal, Planning and Development Commissioner, Assam, and Sri M. P. Bezbaruah, Secretary to the Govt. of Assam, Department of Education, with a foreword by Sri S. C. Sinha, Chief Minister, Assam.

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CHIEF MINISTER'S SECRETARIAT  
GAUHATI-781006, ASSAM

*Study carried out by—*

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## FOREWORD

Changes in the tone and sphere of Governmental activities have necessitated reassessment of the concept of planning and management in administration. While tremendous changes have taken place qualitatively and quantitatively in most of the Governmental activities, the inbuilt system of checks and balances have not always been properly adjusted thereby showing a tendency in many cases of throwing the machinery for implementation of Government policies out of gear with the required pace of development. In this context, a system study of the Government Departments to provide for a system which automatically and continuously adjust to the changing situation has become necessary.

It is in the fitness of things that the first study in this series is on the Department of Education. No other Department has expanded more over the last 30 years or so both in financial investment and in the extent of personnel involved. Though the results of investment in Education are not immediately perceptible, the need for useful investment is most imperative in this sector.

The study is only the first of a series of studies proposed on various Departments of Government. The present study has been carried out by two officers of the Government and the comments and the observations are to be taken with the same spirit of objectivity with which they are made keeping the wider perspective in view. This study is intended to be a path-finder and our purpose will be satisfied if it can elicit the interest of planners, administrators and academicians and start a process of continuous assessment and constructive debate.

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## OVERVIEW

The system study of the Education Department was started in December, 1975. The main objective was to make an overall study of the functioning of the education system with special reference to appointment of teachers, issue of grants-in-aid, award and payment of scholarships and to determine thereafter the manner in which the administrative system would be altered and strengthened so as to meet the requirements of the new situation that had arisen. The present study is a joint one conducted by the Planning and Development Commissioner and the Secretary, Education.

The broad look that has been given to the system has brought out, as at present, many points where distortions and disharmonies exist. Some of them are due to the considerable expansion that has taken place in the activities of the Education Department in the last two decades while others are due to changed circumstances that were ushered in by the formation of a democratic system and the ushering in of an era of social and economic advancement. The main disharmonies and distortions that have been discovered can be broadly categorised as under :

(a) **Over-centralisation** :—There has been an increasing tendency of centralising the decision making powers at the State level. While this was to some extent due to the need for associating the popular will with the functioning of the system, it is also a direct result of the great tendency towards centralisation that has been taking place throughout the administrative system since independence. Besides, the expansion of work was not followed by the commensurate delegation of financial and administrative powers which could have ensured that many of the decisions which were earlier regarded as important enough to merit attention at the State level could now be disposed of at the lower levels. In other words, the prioritisation of activities and their allocation to different hierarchical levels for purposes of disposal was not done.

(b) **The fragmented and budgetary approach** :—There has been a growing tendency in the Education Department to take a fragmentary and budgetary approach to the problem. It was found in the course of the study that whereas in the sphere of primary education the enrolment only went up from 15.77 lakhs to 16.03 lakhs in the year 1972-73 to 1974-75, i.e. by 26,000 and primary schools went up by 606, the teachers in the same period went up by nearly 7,100. By any calculations, the teachers should not have



disharmony between the enrolment and the number of teachers appointed in these two years. Either there is an excess of 6,400 teachers or a shortage of 5.73 lakhs of pupils in the primary stage. This disharmony has largely arisen from the fact that the sanction of teachers was made not on the basis of enrolment, but on the basis of the budgetary provision and the budgetary provision was on the basis of a "hypothetical" enrolment guesstimate which had no relation with the historical time-trends. Not only do similar disharmonies exist in the middle and high schools, but a similar disharmony exists in the expenditure on teachers' aids like black-boards etc. and the teachers appointed. Amounts sanctioned as early as 1973-74 for teacher's aids are still lying unspent in Director, Public Instruction's office. This has meant that the efficiency of the teachers to teach has been reduced from anything from 10% to 100% depending on a subjective evaluation.

(c) **Data and decision-making levels:**—Another disharmony exists between the levels at which the data is to be found and the level at which the decision making takes place. The basic data is naturally only available at the institution, be it the school or a college. The flow of this data to the decision making levels which as mentioned earlier, is mainly the State level, is not only slow in the sense that it reaches the decision makers sometimes years after the decisions have been taken but also flows in a manner which defies comprehension. A small study made by the Directorate of Statistics on the Deputy Inspector's office at Gauhati has brought out many inconsistencies in the manner in which the data is collected (Details at Annexure 7). There is no consistency between the posts of teachers sanctioned, the number of teachers on the rolls and the returns received from the lower levels and the returns submitted to the higher levels. While it is somewhat premature at the moment to make any comment on the data, since a full scale study into the same is under way, it can be stated with a certain amount of confidence that the uncertainties in the data are at present such as to make rational and correct decision making more a matter of institution than of a logically ordered process.

(d) **Dis-harmonies produced by the schematic approach:**—The present approach to the problems is schematic rather than comprehensive and systematic. It came to our notice, for example, that in some schools, there are as many as 11 teachers for less than 60 students who thereafter function in batches of 3 at a time with the other 8 having a rest. This position has apparently arisen because teachers were sanctioned piecemeal at different times under different schemes for the teaching of subject like Hindi, Persian, Sanskrit, Science, etc. Various schemes were introduced

but no check was maintained about its impact on the individual institutions. Another instance that came to notice and in which the following of the schemic approach had led to non-optimal results was in regard to lack of co-ordination between the issue of grants for buildings, common rooms, science laboratories, libraries, payment of teachers and the enrolments of the relevant target groups. Besides, some institutions, due to various extra-academic factors, seemed to have been more fortunate in this matter than others which could not, for some reasons, come into the lime light. The result has been a disharmony in the attention paid to educational institutions in different areas and sub-divisions and increasing tensions and dissatisfaction with the operating of the system.

(e) **Coverage and hierarchical operating structure:**—Another factor leading to distortions is the weak functioning of the control systems due to the wide coverage of institutions which fall within the responsibility of individual functionaries. Besides, instead of a geographical dispersion of responsibility, there is a hierarchical distribution whereby the Inspectors of Schools look after the High Schools, the Deputy Inspector after the Middle (M. E. and M. V.) Schools and the Sub-Inspector after the Lower Primary Schools. This is not only wasteful in terms of different persons covering different institutions in the same area, thus not only leading to non-optimal utilisation of the expertise and time of the officials, but also to very weak coverage of institutions placed far away from the headquarters of the functionary. As at present, an Inspector covers 100 to 150 High Schools, the Deputy Inspector 150 to 200 M. E. and M. V. Schools and Sub-Inspector approximately 200 Lower Primary schools. It is obvious that with the other duties entrusted to them, an adequate mechanism for control and supervision does not exist.

(f) **Inconsistency in criteria:**—As at present, no very comprehensive criteria exists for the setting up of managing committees and distribution of grants-in-aid. The result has been the granting of wide discretionary latitudes to the decision making authorities with subsequent looseness in the structure which has not only led to alleged financial irregularities, but also distortions in the distribution of grants leading to dissatisfaction with the system. An unfortunate feeling seems to have been generated that unless one can bring various influence to bear on the decision making authorities, equitable justice may not be done to different institutions. The result has been the generation of pressures at the State level which has led to the choking up of the pipe line and an over-centralisation in a manner which has led to various undesirable results.

(g) **Lack of operational analysis** :—There is no systematic attempt at working out the linkages between the different hierarchical levels of institutions namely the Lower Primary schools, Middle (M. E. and M. V.) schools, the High Schools and the Collegiate institutions. In the result, it has been noticed that while a concentration of Lower Primary schools may be in subdivision A, the High Schools may be in subdivision B. This is largely due to the fact that institutions are not generally approved and set up on the basis of objective, demographic, educational backwardness and student population criteria, but on the basis of the setting up of venture schools by the social voluntary efforts and thereafter the generation of pressures to ensure that the schools get integrated into the system. This has produced distortions not only in the geographical distribution of schools, but also in the production pattern of the educated which do not always fit into the social and economic requirements of the State.

(h) **Delayed payment of scholarships, teachers' salaries** :—One of the results of the over-centralisation in decision making referred to earlier together with the absence of a system capable of handling the largely expanded workload has been delay in the payment of teachers' salaries and scholarships. In many cases, these are delayed so long as not to serve the purpose for which they were intended.

(i) **Quantum jump in costs** :—As at present, because of disharmonies within the system, sanctions are issued generally at the fag end of the year and the Education Department can sanction teachers for two months only in the sanctioning year and give them only stipends. After a couple of years, the salaries are more than doubled and the full year's amount has to be paid. In this manner, costs rise from Rs. 3 lakhs to Rs. 39 lakhs in a period of a little more than a year. Due to the fragmented budgetary approach referred to earlier, and the lack of a good planning mechanism in the Directorate and Secretariat, the question of future commitment is rarely taken into account at the time when the teachers are appointed thus leading to tremendous future distortions. Besides, in the present system, the appointment of teachers does not always follow the academic year, but is quite often geared to entirely non-academic considerations. The result is that teachers are not available when they are most needed, i. e. at the start of the academic year, but only towards the end when their utility is the least. This not only leads to non-optimal results, but avoidable student dissatisfaction.

**Recommendations :** In view of the analysis made about the defects of the existing system, the following main recommendations have been made :

(a) With the present huge expansion in educational institutions, it would be necessary to devise a system whereby maximum authority is delegated to the lowest unit, namely the institution and its Headmaster or Principal and random checks thereafter instituted to ensure conformity of his actions with the Government guidelines. Such a system would ensure that not only would decisions be taken in time, but as many decisions as possible would be taken at the point where the data is available. The functions of the supervisory authorities would thereafter be confined to a performance audit, a financial audit, and the monitoring and evaluation of the working of the institution. The above system would also do away with the fragmented schematic approach referred to earlier and make the institution a unit for which the decision is taken rather than the scheme. With the putting into effect of the new system, disharmonies between teacher, student enrolment, grants-in-aid and scholarships should, by and large, be obviated.

(b) The main unit of functioning of the administration of the Education Department should be the district level with the Inspector of Schools being designated as the District Educational Officer (DEO) and the Deputy Inspector of Schools as the Subdivisional Educational Officer (SEO). They should be assisted by a suitable number of Sub-Inspectors and it would be their responsibility to ensure proper supervision, guidance and control over all the institutions within their respective geographical area. They would also be responsible for ensuring improvement in the quality of education through such improvement in curriculum and other matters of a technical nature. They would have to be suitably assisted to enable them to perform the functions of financial and performance audits as well as monitoring and evaluation. The district level would also be the basic unit of planning and it would be its primary responsibility for drawing up an education map for the geographical area under its control as well as maintain separate index cards for all the institutions by which the latter can be properly controlled and supervised.

(c) At the State level, a suggestion has been made to do away with the present binary system of the Secretariat and the Head of Department. For effective functioning, the Education

Department should be functionally re-organised and the Education Directorate integrated with it. The essential features of the proposed set-up would be :

- (i) The Director would function as part of the Secretariat with the Secretary passing orders directly on the files submitted by him, thereby eliminating repetitive noting in the Secretariat ;
- (ii) The Secretary is provided staff for specialised assistance in the fields of planning, personnel management and finance ;
- (iii) There is a board of officers comprising of the Secretary, Director and staff aides for co-ordinated thinking on important policy matters ;
- (v) There is enhanced delegation of financial and administrative powers to the department ;
- (v) The planning machinery in the Directorate is strengthened by the setting up a adequate planning cell.

(d) There is need for bringing about co-ordinated functioning of the department so as to have optimal results from the expenditures incurred. Another recommendation is the development of a school complex in which the High School, the Middle School and the Primary School are all located in one building to obviate the present system of having three buildings for three different purposes in the same area or village. Co-education at the primary level should also be introduced. As at present, single teacher girls' school and plural teachers girls' school at the primary level mean a substantial drain on the exchequer. Optimal results can be produced only if the two are merged and co-education introduced.

(e) To enable the above system to function, new operating manuals would have to be drawn up, delineating in some specificity the functions to be performed by the different authorities. In drawing up these manuals, financial, administrative and educational expertise should be involved and the same done on a crash basis to enable the system to become functional as soon as possible.

(f) As regards payment of grants, scholarships and teachers' salaries, it has been recommended that these payments be made through banks. Each institution or teacher should have an indi-

vidual account with one or other of the nationalised banks and the entire amount should be transferred to the bank centrally so as to ensure that the same is transferred to the different accounts of the teachers and the institution on the first day of every month. The institutions should also only operate their accounts through cheque books so as to obviate the maintaining of a duplicate system of accounts so that the bank's accounts could, in fact, become the accounts of the institution.

(g) There are some other matters which do not really fall within the system study as such, but are of vital importance if the system is to succeed. It is pertinent to mention that in the last analysis a system is as good as the personnel running it. Careful selection, especially for key posts and perhaps, more than that, steady efforts at training, are of paramount importance. The present virtual monopoly of a single institution on the higher posts in the Directorate of Education needs to be done away with. Besides, service rules need to be framed and proper cadres constituted. These are very essential if the morale of the educational administrators is to be maintained and the satisfactions and higher levels of productivity flowing therefrom attained. We would also like to recommend the use of objective tests like those developed by the National Institute of Bank Management for holding examinations and selecting teachers as well as a comprehensive overhaul of the accounting and financial systems of the Education Department.

In conclusion we would like to record our appreciation for the assistance rendered to us by the Director of Public Instructions, Shri B. Sarma, as well as all his officers and the ungrudging manner in which they met the numerous demands placed on them for data. We would particularly record our indebtedness to Dr. G. K. Dev Roy, who was untiring in his efforts at collecting data, collating it and helping us in the presentation of the report. And lastly, we are extremely grateful to the Chief Minister, Shri S. C. Sinha, and to Shri H. N. Talukdar, the then Minister, Education, for having given us the opportunity of making a system study of the Education Department. We feel it would be an ample reward for us if on the basis of this report, an informal dialogue and discussion is initiated in all the levels associated with education, be they political, social or educational.

Sd./ K. Saigal  
M. P. Bezbaruah

## CHAPTER — 1.

## SUBJECT OF STUDY IN BRIEF

1.1 Education plays a crucial role in economic development and social modernisation. As a key factor in production, it supplies the requisite number and quantity of persons needed for various tasks and by inculcating among the mass of the people, appropriate attitudes, skills and personality traits, it creates the proper climate for development. By creating a well-informed and educated citizenry, it ensures the effective working of the basic institutions on which the economic and social well-being of society depends. Education also provides the individual with the means of personal enrichment and social and economic advancement.

1.2. The twin objectives of education are equality of opportunity and linkages with employment and development. To promote social justice, the emphasis is being considerably shifted to primary and adult education, incentives to help enrolment and retention of weaker sections, improvement of education in rural areas and the provision of informal education to enable those who are forced to enter life early to improve their prospects.

1.3. To establish linkages with employment, the curriculum needs reform and appropriate methodology is to be adopted to increase the general employability of the educated. The other major linkages of education is with development programmes involving large number of people as producers or beneficiaries, the re-orientation of curricula at different stages to bring it into closer relationship with development needs and finally, the utilisation of the resources of educational institutions for development tasks.

1. 4. Education is one of the major problems facing India at present. Assam, in particular, is lagging behind other States in the programme of universal education, the literary rate in Assam being 28.3% as compared to the all India figure of 29.4% (1971 census). This is inspite of expenditure having gone up from about Rs. 1 crore in 1947-48 to over Rs. 41 crores in 1975-76 (Annexure I).

1. 5. The process of implementing the education programme has given rise to a complex administrative structure and relation between a multiplicity of authorities within it : (a) between the Minister and Education Secretary, (b) between the Secretary and the D. P. I., (c) between the D. P. I. and the Inspectorate. (d) between the Inspectorate and the D. I. and (e) within the administration of the D. I.

1. 6. The different structures have also created a lot of duplication of work and lack of co-ordination inter and intra-department and has created many organisational problems such as multiple hierarchy and lack of delegation of authority. Multiple hierarchy has resulted in delay in processing programmes which requires clearance from independently working different hierarchial authorities. And lack of delegation of powers has been creating delay in decision making even in regard to routine matters.

1. 7. In the field of financial administration, the allocation of grants to different schools are made on simple discretionary basis. Another problem is in regard to the sanctioning authority in regard to purchase. Most of the authority is at present concentrated in the higher level hierarchy such as D. P. I. and Joint D. P. I. This has led to disproportionate work-load at these levels as even routine jobs gravitate there. The entire administration of D. P. I. and Joint D. P. I. is concentrated on routine matters rather than on academic and technical assignments.

1. 8. At the level of Inspector and D. I. again, there are major problems which hinder their effective working. Based on an impressionistic time-measurement study, it appears that officers have to devote most of their time on administrative work instead of educational guidance and inspection. Secondly the technical function of inspection of an Inspector covers about 100-150 schools while the number is 150-200 schools for a D. I. Thirdly, as the schools are spread over a wide area both the Inspectors and the D. I.s find it difficult to fulfil their allotted duties. It is seen that in many an inspectorate, a large number of schools have not been inspected for as long as over five years. One Inspector stated that he only visits a school when the party provides a conveyance though his position is thereby undoubtedly compromised.

1. 9. During the present system-study, we have noticed that the teacher-pupil ratio is very high in many schools. One Inspector stated that in his area, there are 7-8 teachers for an enrolment of 30-35 in the M. V. School. There was of course shortage of teachers in several other schools especially in the backward areas due to lack of accommodation and other facilities. Most of the Inspectors are of the view that there is mushroom growth of schools in the State which demands immediate check. Further, it has been observed that the present system of distributing grants in-aid for schools follows no consistent criteria and that in many cases it was found that grants to schools were sanctioned on a discretionary basis. The Inspectors frankly admitted that in many cases the felt needs of schools had been over-looked and decisions taken purely on extra academic basis.



1. 10. As regards scholarships the present state of affairs does not serve the intended purpose. The Colleges reopen in June, but the renewal of scholarships is made in November. New scholarships are distributed in the month of March at the end of the fiscal year. In the current year (1975-76) till 3rd March, 1976 new scholarships had not been sanctioned. The authorities and institutions blame each other and the students population has become the victim for no fault of its own. The result has been to make the students as a whole a somewhat disgruntled lot.

1. 11. The present study suggests a different organisational structure which it is hoped, will eliminate the duality of the existing structure. Duality of male and female (at present the female schools are supervised by female Asstt. Inspector) will also be eliminated by adopting a single line of hierarchy consisting of Director of Education and Inspector (hereinafter to be designated as District Education Officer) and D. I. (hereinafter to be designated as Sub-Divisional Education Officer). Grants-in-aid, scholarships, school management guidance, inspection, training, budget, accounts, finance and planning is proposed to be decentralised to the D. E. O. who is really the officer in-charge at the district level and from whom all the basic data on schools flow in all directions.

1. 12. The present study has been confined to (i) administrative system, (ii) grants-in-aid, (iii) scholarships and (iv) expansion of education. Each aspect has been detailed chapter-wise. In each chapter, we have studied the existing structure, the problems encountered and have suggested remedial measures at the end of the chapter. The data has been collected from the offices of the D.P.I., Joint D. P. I. and Deputy Inspectors of School. The main finding is that the existing system has to be completely over-hauled and restructured with the existing obsolete practice being replaced with modern methods so as to keep pace with the changing socio-economic environment.

#### Methodology of the system study.

1. Review of documents and reports.
2. Discussion with Education Secretary, D. P. I. and Inspectors.
3. Data collection—(i) Field survey, (D. I.'s office),  
(ii) Analysis of data.
4. Identification of major problem areas.
5. Recommendations

## CHAPTER II

## ADMINISTRATIVE SET-UP

2.1. The Director of Public Instruction is the agency charged with the functions of educational administration, including planning, financing, controlling, directing, supervising and co-ordinating the entire set-up with the assistance of the subordinate staff. The details are given in Annexure 2 while a brief summary of the position is given in Table 2.1

TABLE 2.1

## SUMMARY OF STAFF POSITION ON 1-3-76

Item	Gazetted	Others	Non Gazetted					Total
			U.D.	L.D.	Steno	Typist	Peons	
Hq. Staff of the D. P. I.	24	22	37	72	4	26	57	242
Hq. Staff of the Jt. D. P. I.	5	6	9	20	1	5	24	70
Inspector of School (Ten Units)	20	10	20	50	10	20	50	180
D. I. of School (25 units)	43	25	50	50		25	75	268

Besides the above staff, 4 Govt colleges including the Science College at Jorhat, 2 Govt. B.T. Colleges, 2 Special Institutions such as State Institute of Education (S.I.E.) and State Institute of Science Education (S.I.S.E.) and 35 other Training Institutions are also under the over-all control and academic supervision of the D.P.I.

2.2. The job description of the officers of the Head Quarters is tabulated in Annexure 2.A. There are no prescribed service rules, procedures of recruitment, career development etc. All the higher posts in the Directorate of Education is more or less exclusively reserved for Cotton College lecturers. Others have no scope for entry to the education service cadre of the State Government.

## PROBLEMS

2.3. It appears that the Directorate has grown into a huge entity. The total staff strength of the Directorate is 312, while the average staff strength for all the ten units of the Inspectorate is 180, which is about half of the entire Directorate. The total staff strength for all the ten units of Inspectorates and twentyfive units of D. I. is 448, which is even less than  $1\frac{1}{2}$  times the staff of the entire Directorate. The top heavy administration has given rise to serious difficulties and draw-back in the educational set up of the State.

2.4. There has not been any progressive delegation of powers to the District level for taking decision even on routine matters. The Directorate of Education is heavily immersed in personnel administration and other day to day staff matters so much so that little time is left to perform the principal responsibility of providing leadership to the District officers even for any qualitative improvement of educational activities. The education Directorate is over-staffed with D. D. P. I. s who are engaged only with routine works.

2.5. It further appears that the authorities and responsibilities of the various officers at the District level in the education department are not specifically defined. There is thus an element of confusion, duplication of work, a distorted approach and delay even in routine disposal of cases. It has been pointed out that D. I. is responsible to D.P.I. for establishment matters, but the D. I. is under the Joint D. P. I. for academic matters. The basic training centres are under D. P. I. for all matters, excepting training, which is the responsibility of the Joint D. P. I. The confusion has gone to such an extent that even routine things have to be submitted to D. P. I. or to the Secretary of the Education Department.

2.6. The Schools need materials like blackboards as teaching aids. The responsibility of supplying these materials is vested with Joint D. P. I. The centralisation has led to a lot of time being wasted in obtaining sanction for the essential materials from higher authorities.

## PAY OF STAFF

2.7. The Subdivisional jurisdiction of a Deputy-Inspector of Schools is divided into several circles. The payments to the teachers are made circle-wise in the pay-centres. The teacher in charge of the pay-centres collects the pay for the staff of the

schools attached to the pay centre and submits the disbursement certificates to the D. I.'s office for consolidation. It is seen that the above procedure creates a lot of paper work for the D. I. and deprives him of a good part of his time which could be better utilised for his main function of guiding and supervising the schools.

## RECOMMENDATIONS

2.8. The time-measurement study reveals that most of the time of the D. P. I. is spent on petty routine matters: sanction of grants, sanction of scholarships, leave applications of the staff, provident fund account etc. The D. P. I. should be relieved of all these responsibilities. The Primary function of the D. P. I. should be supervision, control, guidance and leadership. The office of the D. P. I. should only consist of experts in finance, planning and academic matters.

2.9. The delegation of power in the five major areas (i) grants in aid, (ii) assesment, adjustment and appointment of teachers, (iii) scholarships, (iv) stores purchases and (v) planning should be vested immediately to the Inspector of Schools, to be designated as District Education Officer. The criteria for different works in each of the delegated areas should be worked out. The financial allocation of the District should be made on the basis already fixed by State Government. The staff requirement of the D. E. O. should be worked out on the basis of functions delegated to him.

2.10. (i) The D. I. should be designated as Subdivisional Education Officer (S.E.O). The S. E. O. should be a qualify person and the higher education service should start from this functionery.

(ii) The responsibility of preparing an Index Card for each school (L. P., M. E., M. V., High School) should be vested in the S. E. O. The index card should be comprehensive and form the basis of decision of the D. E. O. on the delegated functions.

(iii) There is mushroom growth of schools in the state. The task of preparing an education map of the sub-division should be entrusted to the S.E.O.'s. The education map should also indicate where new schools need to be started in the coming 5 or 10 year period based on the demographic data, skill-profiles existing educational base etc.

(iv) At present, the Inspector of School supervises high Schools, the D. I. Middle Schools (M. E. & M. V.) and the S. I. L.P. Schools. There is wastage with very little coverage due to this fragmented schematic approach lacking coordination. Since S. E. O. is a qualified person, the power of inspecting a high school should be delegated to him. The S. E. O. & S. I. will form a team and supervision should be done on area basis. This will make function (ii) and (iii) feasible for the S.E.O. The D. E. O. will make test checks only.

2.11. The payment of salaries to the teachers and payment of grants may be made through Banks. The teachers are to open bank accounts and money may be transferred straight to them.

2.12. At present, there exists a binary system of dual control of the Secretariat and the D. P. I. over all matters. This may be replaced by a unified set up with single file system. Details of single file system are at Annexure 8.

2.13. There are no service rules for the personnel of Assam Education Service. At present, all the higher posts are monopolised by Cotton College lecturers and others, have no entry into the cadre. The higher education cadre should start with S. E. O. and service rules should be framed for the cadre as a whole. The new task which has to be accomplished in the Fifth and subsequent plans is different from those which the educational administrators have been traditionally tackling. A great deal of sophistication and professional expertise is necessary on the part of the new cadre of educational administrators. This would not only require proper selection but also sound training techniques.

2.14. The office of the D. P. I. is handicapped by the inadequacy of educational statistics for educational planning. At present statistics are collected at the S. I's level, coordinated at D. I's level, compiled at Inspector's level and forwarded to the D.P.I. for his necessary action. A small study made by the Director of Statistics on the D. I's office at Gauhati has failed to unravel the manner in which data is collected. Strangely enough, there is no standardised form on which data is to be collected. Improvement of this position requires that the existing position be reviewed and if necessary revised. A suggested list of the data required is detailed in annexure 9 of the report.

## CHAPTER III

## ENROLMENT, TEACHERS, INSTITUTIONS.

3.1. Apart from being a constitutional obligation, the provision of universal elementary education is crucial for spreading mass literacy, which is a basic requirement for economic development, modernisation of the social structure and the effective functioning of democratic institutions. It also represents an indispensable first step towards the provision of equality of opportunity to all its citizens. Elementary education has therefore been given a high priority in the Fifth Plan. The outlay has been stepped up from 226.98 lakhs in 1973-74 to 311.93 lakhs in 1974-75 and 326.65 lakhs in 1975-76.

3.2. It appears that every year, the Directorate of Education furnishes figures of actual enrolment. The estimation of requirement of fund is made on the basis of the Annual Plan figures by the Planning Commission. The actual enrolment at the primary, middle and secondary stage from the compilation of the returns submitted by different inspectors and figures reported in the Annual Plan documents are tabulated below :—

Year	Primary		Return	Middle		Secondary	
	Return	Plan document		Plan document	Return	Plan document	
1973-74	15'95	18'06	4'50	5'03	2'80	3'00	
1974-75	16'83	21'76	4'52	6'04	2'83	3'70	

There is thus a wide divergence of enrolment figures between the plan documents and actual figures collected from different Inspectorates. No explanation has yet been provided by the Directorate on the same and it seems that the actual enrolment is 5.7 lakhs, 1.5 lakhs and 0.9 lakhs less than the reported figures in the primary, middle and secondary sectors.

3.3. It appears that there is a wide divergence in regard to enrolment and number of institutions. There are also disparities in the subdivision-wise enrolment and institutions at the primary stage of education. The following tables show the extent of the disparity between enrolment, institutions and the population.

TABLE 3.2

## Percentage of enrolment at different stages of Education

District Item	Goalpara	Kamrup	Darrang	Nowgong	Sibsagar	Dibrugarh	Lakhimpur	Cachar	Total
% of Population	15.7	20.1	12.3	11.9	13.0	10.0	5.0	12.0	100%
% of enrolment in L. P. School.	13.8	27.6	10.2	12.3	16.1	4.0	3.8	12.1	100%
% of enrolment in M.E. School.	13.6	15.6	10.2	11.7	20.0	10.5	5.8	12.6	100%
% of enrolment in High School.	10.3	22.3	9.3	9.7	20.7	11.0	5.7	11.0	100%
% of enrolment in Colleges	8.4	31.2	8.7	10.1	19.7	8.1	3.6	10.2	100%

TABLE 3.3

## Percentage of Institution at different stages of education

District Item	Goalpara	Kamrup	Darrang	Nowgong	Sibsagar	Dibrugarh	Lakhimpur	Cachar	Total
% of Population	15.7	20.1	12.3	11.9	13.0	10.0	5.0	12.0	100%
% of L. P. School	16.0	19.8	10.3	10.3	15.8	7.3	6.9	13.6	100%
% of M. E. School	15.4	23.0	8.0	11.9	15.2	8.2	5.7	12.6	100%
% of High School	12.7	23.4	9.1	10.8	18.9	8.7	5.9	10.5	100%
% of Colleges	9.9	25.2	7.6	9.2	22.9	9.2	5.3	10.7	100%

3.4. There is also a disparity between the structure of education as regards the number of middle and high school institutions per one hundred primary institutions. The actual number of institutions and their growth is shown in Annexure 3 while the structure of institutions district-wise is in table 3.4 below. The number of M. E. institutions vary from a high of 15 for Kamrup to a low of 9 for Darrang. Similarly, in high schools, the figure varies from a high of 9 for Kamrup, Dibrugarh and Sibsagar to a low of 6 for Goalpara, Lakhimpur and Cachar. In setting up the institutions, therefore, appropriate linkages with the primary institutions have not been maintained by the Education Department in setting up the middle and high schools. This is clearly brought out by tables 3.4 below.

TABLE--3.4

No. of Institutions (Primary as 100)

Districts	Primary	M. E.	High
Goalpara	100	12	6
Kamrup	100	15	9
Darrang	100	9	7
Lakhimpur	100	10	6
Dibrugarh	100	14	9
Nowgong	100	15	8
Cachar	100	12	6
Sibsagar	100	12	9
<b>TOTAL :</b>	<b>100</b>	<b>12</b>	<b>8</b>

3.5. The setting up of primary schools in the different subdivisions has also been such as to have differential percentages of enrolment. The enrolment figures age-wise from 1965-66 to 1974-75 are in Annexure 4. The subdivision-wise enrolment relevant to population is in table 3.5 below. As per the tables, Barpetā heads the enrolment figures with 17.4% of its population being enrolled in the primary schools while North Lakhimpur, Dhemaji, Dibrugarh, Tezpur and Dhubri all have below 8% of their population in the primary schools. In the distri-



bution of elementary education, therefore, there are disparities existing among the different subdivisions of the State and urgent action is necessary to remove them.

TABLE—3.5

Subdivision-wise enrolment and Institution at the Primary Stage.

Sub-division	Population	Enrolment (Primary)	Percentage	Primary School	No. of Schools per 1,00,00 pop.
Barpeta	9,71,737	1,69,149	17.41	1217	125
Sibsagar	6,54,336	92,609	14.15	1208	184
Nalbari	6,99,814	87,451	12.50 ✓	994	142
Jorhat	6,46,445	77,882	12.05	1019	157
Gauhati	11,82,632	1,29,334	10.94	1542	130
Hailakandi	3,07,695	32,600	10.59'	639	207
Nowgong-Morigaon	16,80,895	1,23,851	10.26	1360	116
		48,531		590	
Silchar	8,23,515	83,944	10.19'	1122	136
Golaghat	5,36,608	54,437	10.14	774	144'
Goalpara	6,63,992	66,499	10.02	942	142
Kokrajhar	7,10,066	65,319	✓9.20	1110	156
Karimganj	5,82,108	53,226	✓9.14	800	137
Mongaldai	8,34,574	75,901	✓9.09	1073	128
North Lakhimpur	3,98,425	53,797	7.56	1312	184
Dhemaji	3,13,175				
Dibrugarh	14,11,119	56,189	7.48	742	98
Tinsukia		49,381			
Tezpur	9,01,614	65,702	7.29	874	97
Dhubri	8,51,045	61,379	7.21	985	115

3.6. The position of teacher recruitment with reference to actual enrolment figures can be seen from the following tables :—

TABLE 3.6

Primary stage.					
Year	Enrolment (in lakhs)	Incremental enrolment	Teachers	Incremental Teachers	Incremental Teacher pupil ratio (colm, 5:3)
(1)	(2)	(3)	(4)	(5)	(6)
1972-73	15.77	..	35442	..	..
1973-74	1.95	0.22	40509	5067	1 : 4.5
1974-75	16.03	5.08	42594	2025	1 : 4

## MIDDLE STAGE

Year	Enrolment (in lakhs)	Incremental enrolment	Teachers	Incremental Teachers	Incremental Teacher pupil ratio (colm, 5:3)
(1)	(2)	(3)	(4)	(5)	(6)
1972-73	4.30	..	16361	..	..
1973-74	4.50	0.20	17514	1153	1 : 19
1974-75	4.50	0.02	18389	875	1 : 25

## SECONDARY STAGE

Year	Enrolment	Incremental Enrolment	Teacher	Incremental Teachers	Incremental Teacher pupil ratio (colms 5:3)
(1)	(2)	(3)	(4)	(5)	(6)
1972-73	2.70	..	17594	..	..
1973-74	2.80	0.10	18787	1193	<u>1.9</u>
1974-75	2.83	0.03	18942	155	<u>1 : 19</u>

3.7. From the above figures, it appears that the number of teachers appointed between the years 1972-73 and 1974-75 has not been proportionate to the enrolment. In the primary sphere alone the enrolment should have been more than 21.7 lakhs to justify the additional teachers appointed. In other words, in the

primary stage alone, there is either a surplus of more than 6400 teachers or a shortage of 5.7 lakh pupils. This may have been the result of the taking up of the 'half a million jobs programme based on somewhat optimistic estimates of enrolment of pupils. Similarly, in the middle stage and the secondary stage, there are surpluses of 1,500 and 900 teachers.

3. 8. Recently, a review was conducted by Accountant General, Assam on 'half a million jobs (HMJ)' programme and the report has been submitted to the Department of Education. The HMJ programme was designed to provide employment to 6,000 educated persons, who after six month's training would be absorbed in regular jobs. A.G. observed that no record showing number of teachers appointed was available in the D. P. I's office. Even in the office of the Inspector of Schools, Gauhati, no consolidated list was available, showing the numbers and name of the teachers appointed in the non-government Secondary Schools, though payment for stipend was released to the secretaries of the aforesaid schools without ascertaining whether teachers have been actually appointed. Thus in the absence of any record, it was not clear on what basis, appointment of 6,000 teachers in 1973-74 was reported to the Government by the D. P. I., Assam.

3. 9. The above review covered erstwhile Elementary Education Board and six inspectorates only. According to the review, a sum of Rs. 27.29 lakhs plus 2.27 lakhs, totalling about Rs. 29.56 lakhs stands recoverable from the Board and Rs. 5.48 lakhs from the inspectorates. It is apprehended that similar excess payment might have been made in other inspectorates also.

3. 10. Teaching materials are provided to the teachers as soon as the teachers are appointed. The Non-teachers' cost covers those items which are essential inputs to the institutions. It appears that a sum of Rs. 13.28 lakhs is lying unutilised on Non-teacher's cost for the last two years. Since Non-teacher's cost is inter-linked with teacher's cost, it is obvious that wastage to the extent of at least 50% of the teachers cost taken place in terms of efficiency of the teachers due to non-availability of materials like black boards.

3. 11. Planning Commission has laid down the norm of having a primary school within 1.5 Km. walking distance and a middle school within 5 Km. No such norm has been laid down for a secondary school. The establishment of a high school depends on probable enrolment at the proposed high school as well as on the backwardness at the area. No education map locating the area for the establishment of a new institution is available either in the Inspector's office or in the D. P. I's office.

3. 12. The present method of recruitment of teachers is very time-consuming. Under the present system, it is not possible to post a teacher in the school at the beginning of the academic year. The selection procedure obviously needs simplification.

3. 13. The planning for teacher's appointment is defective. A teacher is appointed for two months on stipendiary basis and then brought under regular scale from the next financial year. This increases plan-outlay to about 18 times in the subsequent and later years.

3. 14. Community contribution is non-existent in the establishment of new schools or in the improvement of existing schools. Community contribution should be harnessed to produce durable result.

### RECOMMENDATIONS.

3. 15. An index card system for every type of school should be developed. This index card should contain data on enrolment, number of teachers and courses for each school. The requirement of additional teachers can be estimated from the index card data system.

3. 16. A school map should be prepared for every education circle. The school map will not only indicate the location of existing school circlewise, but will also indicate the location for establishment of new schools. The estimate may be made on existing norms, backwardness of the area, community contribution and population projection.

3. 17. The present system of planning and appointing a teacher for 2 months on stipendiary basis and subsequently regularising him in a higher scale in the subsequent years should be discontinued as it lays undue strain on plan out-lay for the subsequent years. The teachers should be appointed either on stipendiary or on regular basis from the beginning of the academic year and planning made accordingly.

3. 18. An immediate survey by the Education Department is necessary to locate the surplus of almost 9,000 teachers which the macro level study suggests. It may be that after the survey, the

surplus may differ somewhat from the figure indicated, but it is obviously very necessary to find out the manner in which such a large number of teachers have got appointed when the enrolment figures did not justify the appointment.

3. 19. The present method of selection of teachers through essay type examination is time-consuming. Both the Indian Universities Commission and the Secondary Education Commission have recommended the introduction of objective-type question in the examination. Experiments and researches in examination and testing have shown that the objective test can appraise mental operations much more effectively, objectively and economically than the traditional type of essay test. Evaluation of the objective-type testing is simple and very quick. The selection process for the recruitment of teachers can be simplified by the introduction of objective type examination in line of N I B M model.

3. 20. The National Building Research Institute (N. B. R. I. C. S. I. R.) has developed type models for schools of all stages. The model has been utilised in U.P. Similar procedure may be adopted in our State also.

3. 21. The idea of forming institutional complexes needs to be further developed to ensure guidance and help in large number of institutions. To mobilise institutional resources, due emphasis must be put on institutional planning and their planned growth with the active assistance of the community with which linkages must be firmly established.

3. 22. In the State, a large number of schools are purely girls schools either single teacher or plural teacher type. The expenditure could be minimised by a suitable combination of schools on a village-wise or region-wise basis and co-education introduced at the primary level.

3. 23. A sum of Rs. 18.95 lakhs is spent every year on adhoc type training of teachers. As the percentage of trained teachers at the middle stage is about 55% and secondary stage 42%, the existing system should be changed and funds should be utilised for planned training of teachers especially in subjects like Science and Matematics.

## CHAPTER IV.

**Grants-In-Aid**

4.1. Grants-in-aid is an important area in the system study on education. A detailed note, grant-wise is at Annexure 5. As at present, as may be seen from the Annexure, no clear idea of the objectives to be attained by sanctioning the grants or objective criteria for distributing them exist. As in the case of over-all administration, there is need to improve the existing procedure and organisational arrangement. In grants-in-aid, the main issues which have been studied are :—

- (i) The over-all objective for establishing the system of grants-in-aid in institutions, and how far it has evolved over time.
- (ii) The specific objectives for which grants are given.
- (iii) The criteria laid down for giving grants-how this criteria has been modified from time to time and the reasons for such modification.
- (iv) The existing machinery for ensuring that these criteria are fulfilled before a grant is sanctioned.
- (v) The extent of utilisation of grants by institutions.
- (vi) The machinery that has been established for processing of application, sanction and disbursement of grants.

4.2. The table 4.1 below shows the budget for grants-in-aid to the Institutions. The tables show that as the Education budget has increased from a meagre amount of about Rs. 1 crore in 1947-48 to about Rs. 41.15 crores in 1975-76, the grants-in-aid has also simultaneously increased and the amount now stands at Rs. 17.77 crores, which is about 43% of the total education budget for the current year. The grants-in-aid for 1973-74 exceeds the entire education budget for 1961-62.

Table 4.1

Year	Education Budget (Rs. in crores)				
	1947-48	1961-62	1973-74	1974-75	1975-76
Amount	0.99	11.80	30.80	40.70	41.57

Year	Grants Aid (Rs. in crores)		
	1973-74	1974-75	1975-76
Amount	13.01	16.02	17.77

4.3. All Grants-in-Aid schemes of the Education Department may be divided into two broad groups-recurring and non-recurring. Recurring grants include aid to deficit schools and aided schools while non-recurring grants aim at creating institutional assets to make up deficiencies in class-room accommodation, playgrounds, laboratories and libraries. But it appears that there is no objective, criteria or norm laid down for distributing the non recurring grants and decisions are taken in a subjective manner.

4.4. It is binding on the part of the institutions to submit utilisation certificate for every type of grants-in-aid received by them. But the utilisation certificate is submitted by the institutions in a stereo-typed form and often the Inspector of Schools countersigns the forms in a routine fashion. The certificate does not reveal that the authority concerned is satisfied with the performance of the institution and the grant has been fruitfully utilised for the purpose for which it was sanctioned.

### PROBLEM

4.5. It is now clear that no objective criteria or norm has been established for the distribution of grants-in-aid to institutions. The submission of utilisation certificate is routinely done. The decision on grants-in-aid is purely subjective.

4.6. The grants are also not linked with the education year. The grants-in-aid are normally drawn at the end of the year and distributed in the subsequent year. This leads to a lag of a year in utilisation.

4.7. In all, about 17 crores of rupees are distributed as grants-in-aid every year. The internal audit which is subject to the control of D.P.I. or Inspector of Schools suffer from obvious handicaps. As such, auditing of grants, especially performance audit is especially necessary in the entire system.

4.8. We have elsewhere suggested index-card system for the schools. The index-card system will reveal the actual need of the school. The planning should be for the coverage of all schools in a phased manner for the entire district.

4.9. The objective criteria and financial norm should be worked out for each category of grant. The approach should be objective and complete.

4.10. The entire power of grants-in-aid should be delegated to D.E.O. The D.P.I. should supervise and control to make the system serve the purpose.

4.11. The grants-in-aid should be linked with the academic year of the school. In the absence of any co-ordination between the grants-in-aid and academic year, the fund distributed does not serve the purpose aimed at. The grants-in-aid should be distributed as to bring it in line with the academic year of the school.

4.12. At present, the system of payment is through bank drafts to Inspector of Schools. So far as colleges are concerned, the draft is sent direct to the institutions. It is said that this procedure creates a lot of paper-work at the Directorate and Inspectorate levels and deprive them of a good part of their time, required for their main functions of guiding and supervising the institutions. It is recommended that a system of payment through Banks should be adopted as a measure for simplifying the procedure and reducing the vast mass of paper work at different levels.

4.13. In the system of distribution of grants, virtually no system exists. The internal audit which is under the control of D. P. I. or the Inspector cannot function independently. The internal audit system therefore suffers from obvious handicaps. The audit should function as an independent body and should be responsible to the apex body (Secretariat) and feed the results to the Inspecting organ namely, to the D.E.O. and S.E.O.

4.14 At present, no very comprehensive criteria exists of the setting up the of Managing Committees for the institutions. In most cases, the head of the institution is not necessarily the Secretary of the Committee and as such linking of the Committee with the institution is rather thin. The managing committee appoints teaching personnel and utilises the various grants for which sanction is issued by the Government from time to time. The result has been the granting of wide discretionary latitude to these authorities with subsequent loosens in the structure which has not only led to alleged financial irregularities but also disproportion in the utilisation of power leading to dissatisfaction with the system itself. While the provision of welfare services is ultimately the responsibility of a welfare state, these voluntary agencies of the local communities should be encouraged to share as much of responsibility as possible within concrete framework laid down for the purpose.



## CHAPTER V

## SCHOLARSHIPS.

5.1 There are 41 varieties of scholarship in the state (Annexure 6). The total number of scholarships awarded during 1974-75 was 61,849. This excludes scholarship under centrally sponsored schemes. The centrally sponsored scholarships are: (ii) National Loan scholarship, National Science Talent Search Scholarship, (iii) Cultural scholarship, (iv) Sport scholarships. The number of national level scholarship is variable and depends on competition. The expenditure under the national scholarship is borne the Government of India.

5.2 The budget provision for scholarship was Rs. 2.42 crores during 1975-76, which is about 6% of the total education budget of the State. The budget provision for scholarships for the last four years has been detailed in the following table.

TABLE 5.1

Rs. in crores			
1972-73	1973-74	1974-75	1975-76
1.13	2.01	1.01	2.42

5.3. Scholarship are awarded mainly on merit. Some scholarships, are reserved for SC/ST/OBC/MOBC/Economically backward classes. Some scholarships are awarded by Govt. of India on loan basis. There are some specific scholarships tenable at specific institutions. D.P.I. invites applications or prescribed forms and the committee constituted by D.P.I. makes the selection.

5.4 As regards payment of scholarships, the head of the concerned institution prepares the scholarship bill, submits the same to D.P.I. for countersignature and the countersigned bill is thereafter encashed by the head of the institution. In the case of specific institutions inside and outside the State, the institution submits a report to the D.P.I. The D.P.I. on the basis of the report sends the amount by bank draft to the concerned institution.

5.5 The main problem is delay in disbursement of scholarship. At present the cases are scrutinised on receipt of the progress report from the institutions in the prescribed proforma and the scholar-

ship is thereafter renewed. The academic session starts in June. The scholarships are generally renewed in the last part of October.

5.6 Disbursement of new scholarships is delayed due to various reasons. Delay in printing of forms in Govt. press, lack of coordination between the Government and the institutions, late submission of forms by the heads of institutions, submission of defective forms, insufficient staff in context of number of scholarship are some of the major factors causing the delay.

5.7. The scholarship rate is variable even for the same stage of education. It varies if the scholar is in a hostel. It also varies due to variation in institutional fees. It makes scrutiny difficult and hence delays in sanction. Also at present, all sanctions for about seventy thousand scholarships are centralised in the D.P.I's office. This over-centralisation also leads to delay.

#### RECOMMENDATION

5.8 The scholarship scheme needs immediate decentralisation and power should be delegated to D.E.O. and the Headmaster/Principal concerned. The allotment may be made on the basis of the previous year. The Headmaster/Principal should issue sanction and the D.E.O. should check whether it is in accordance with the guidelines.

5.9 Proforma should be devised for all types of scholarship. The proforma may not be printed but stenciled in the institution itself. The proforma should contain the photograph of the scholar only once when a fresh scholarship is sanctioned or a scholarship is renewed.

5.10 The scholarship rate should be same for the same stage and same type of education.

5.11 In respect of scholarships, a careful study of the following area appears to be essential and should be carried out by the D.P.I.

- (a) The scheme in operation-its main characteristics, objectives and criteria for award of scholarship.
- (b) Coverage attained-time series data to be obtained as well as the reasons for expansion or decrease.
- (c) Evaluation of procedures.
- (d) Amounts and their adequacy.
- (e) Analysis of the background of the scholarship holder.
- (f) Follow up study whether the scholarship is being properly utilised for the purpose for which it is sanctioned.

The expertise is to be made available in the D.P.I's office or in the District level.

## CHAPTER VI

*Planning for Education.*

There is widespread agreement to-day in academic and Government circles that public decision regarding education should be made "planfully" rather than 'ad hoc'. But there is no equally firm agreement on precisely what 'Planning' is or should be. Clarity is not aided by recognition among scholars that no Government has ever 'really' planned comprehensively, except possibly in war-time. Certainly at present, there is nothing like a theory of planning and even less, is there a theory of educational planning.

A recent seminar of educationists promulgated an ambitious statement of educational planning. It states :

The overall planning of education is a continuous systematic process, involving the application and co-ordination of social research methods, and of principles and techniques of education, administration, economics and finance, with the participation and support of general public in education for the people, with definite aims and in well-defined stages and to providing every one with an opportunity of developing his potentialities and making the most effective contribution to the social, cultural and economic development of the country.

As a description of any concrete act of educational planning, the statement does not appear to have much validity. It is obviously of no use as a definition - perhaps it was intended only as an idealised statement what educational planning ought to be ; with minor revision, it could serve as a plank in a political platform in many countries. In scope, it encompasses the entire range of planning flows of students, providing buildings and equipment and training teachers to a detailed working of curriculum and teaching methods. Cultural and economic, equity and efficiency goals are all included. Even within the conventional limitation, the quoted statement provides no suggestion of anything like a theory or logic of planning precisely, because it attempts to say everything so indiscriminately. Beyond an implied requirement of consistency, there is no limit of any underlying rationale of educational planning in all this.

A recent U. N. E. S. C. O. report on educational planning points out the need for both educational and other capital investment and then goes on to say that educational system should provide that

equality of opportunity which democracy proclaims. This assumption has gained wide-spread support because 'equality of opportunity' has been widely proclaimed as 'universal human right'. At least in form, this faith is set forth in societies with the most diverse political systems. But there is an inherent conflict between the ideal of equity and certain other basic values such as efficiency that also play a key part in educational planning.

#### Equity Versus Efficiency.

Equity:—If a given group, such as rural children, make up 60% of the total population of children and occupy 60% of the places in primary schools, we would say, there is an equitable distribution. But this is a very crude test, and it is easy to show that, each of the four following variants of this rule has different implications for the policy.

(a) An equal amount of education for every one—no country has ever adopted such a goal. Moreover, when an educational system approaches this condition beyond the level of compulsory education, qualitative variations begin to be strongly emphasized.

(b) Schooling sufficient to bring every child to a given standard. If this norm is formulated, all children can be brought upto a minimum standard. Persistence in school beyond the minimum prescribed level will then be brought under other norms setting standards that only a fraction of the children will be expected to attain.

(c) Education sufficient to permit each person to reach his potential educational plans in all countries rest on assumptions, often unexamined as to which potential shall be invested in.

(d) Continued opportunity for school as long as gains in learning per input of teaching match some agreed norms. When this criteria is examined closely, it raises question about the presumed outcomes of schools, question of learning versus teaching, and choice among various sorts of training.

Efficiency:—Whereas equity is goal in each of its variants, efficiency is a rational concept; to get the most out of the least, whatever the rewards or nature of ends may be. The idea of efficiency is explicitly economic; invest in education where the expected ratio of gains in economic output to costs is highest and extend those investments so long as the economic benefit-cost ratios exceed ratios in alternative uses of resources. Unfortunately, the marginal

social benefit cost test is difficult to apply in practice, it requires major overhauling before it can be dynamised and it is only in part compatible with equity norms.

Our country, where there is a great enthusiasm in educational planning should probably build a resilient policy along with productive economy. Officials are tempted into politically based assumptions concerning the pay-off from schooling, impelled also by demands to correct geographic imparities in educational opportunities. Equity norms also come in to temper decisions based on efficiency test and also to ensure that, a ground is laid for longer run developments in the presently uncompromised areas and that economic polarization does not become frozen.

#### Manpower Planning and Rate of Return Analysis.

What is necessary is the essential single mindedness of a manpower directed approach to educational planning. It would facilitate analysis of the theoretical basis. However, orientation to manpower production approach, does not necessarily imply that, educational planning is a part of extension of highly detailed sectoral man-power planning. Models in which only general levels of manpower are specified are also relevant. Further more, rate of return analysis with its decision criteria might be regarded as complementary to the manpower oriented educational planning though the methods and presuppositions are very different.

The essential ingredients of detailed manpower plans in all of their variants are (a) specification of the composition of manpower needs on requirements at some future dates (b) specification of manpower availabilities which include estimation of losses on one hand, flow of raw manpower out of educational investment on the other (c) reconciliation of (a) and (b). Within this context, educational planning becomes the scheduling of flows of human raw material through the educational system and out into the economy as various specific kinds of manpower. Summing up, the manpower planning approach to educational planning starts off with the proposition that manpower production is the most important function of educational system, that it is more prudent to estimate future manpower requirement systematically than to guess at them and that the forecast of manpower needs can be accurate enough to be useful guide and should have basis on all of the evidence that can be marshalled.

## Rate of Return Analysis.

At the present time, human capital formation, human resource development, investment in human beings is all the rage. The earliest work on the studies of the return from expenditure on education was done in Soviet Russia. Later on, it has caught the attention of several other countries of the world. The approach is central to investment decision theory. It provides a rational model, capable of empirical application for comparing the economic productivity of one versus another investment in educational programme and for comparing the productivity of investment in education with those in physical capital. Rate of return estimates use cross section age-income data to measure the life-income streams associated with one or another kind or level of schooling. Its main difficulty is that requisite data are lacking because few people have been interested in their use for planning purpose.

## Planning Machinery.

Planning Machinery in the state has not received the attention it deserves. Planning can be effective only to the extent that the machinery is fully incorporated in the administrative structure of the Government. It is impossible to lay down exact specification for planning machinery because of its difficulties. The following general principles may help to guide the establishment of an educational planning machinery in the Directorate of education.

(c) A separate planning cell in the Directorate is necessary. It should be clearly identifiable within the administration and its function should not be carried out by the same personnel as those concerned with the implementation and day to day operation of the programme. The extent to which this type of organisation is repeated at D.E.O. level will depend upon howfar administration of education system is decentralised.

(b) The planning unit should make use of services such as research offices, statistical bureau, census offices etc. This would allow planning unit to be kept at a reasonable size and avoid duplication of efforts.

(c) The planning unit should have easy excess to advise from educators, sociologist, statisticians, economists and industrial, agricultural and social groups.

(d) Manpower-oriented approach with the rate of return analysis should form the basic technique of educational planning. But neither manpower requirements nor rate of return analysis are once for all affairs; as a planning device each becomes more useful and interesting as it is repeated. Further, collection, analysis and appraisal of statistical information must be the continuous activities of the unit.

(e) The planning unit established on the above basis will undertake the preparations of plans and present alternatives to the decision making authority. The planning units themselves do not prepare the final plans until the necessary choice between the alternatives has been made by the responsible political or the administrative authority.

(f) Above all, the effectiveness of educational development based on careful planning will depend on the quality of personal manning the unit. An ineffective unit will simply extend the money-flow and reduce the flow of goods

## CHAPTER VII

### SUMMARY.

The recommendations made in the previous chapters are summarised below:-

7.1. The time measurement study reveals that the Directorate has grown into a huge entity and there has not been any progressive delegation of powers to the district level for taking quicker decision even on routine matters. The Director of Education is heavily immersed in personnel administration and other day to day staff matters, so much so that little time is left to him for providing guidance, leadership, supervision and control on academic matters. There should be immediate decentralisation of power to the district level and Directorate should have specialised expertise :- financial planning and on academic matters only.

7.2. For effective and efficient functioning of the Education Department and for the removal of existing hierarchial delays a structural reorganisation is suggested. The main features of the proposed structure are :-

- (a) Unified functioning of the office of the Secy. and Director under one head.
- (b) A definite demarcation of authority at all levels from Education Secretary to Sub-Divisional Education Officer.

(C) A combination (male and female) of field officers for supervising boys and girls schools.

7.3. Single file system :- (sfs) There should be only single file at the state level. The file should move through various appropriate levels for action and should return to the originator. The experimentation may be carried out in the Education Department. The details on SFS have been provided in the Annexure 7.

7.4. Five major areas may be immediately decentralised to the lispectorate level :- (a) sanction of grants-in-aid, (b) grant of cholarship, (c) appointment of teachers, (d) store purchase, (e) compilation of basic data and planning. The Inspector may be hereinafter redesignated as District Education Officer (D. E. O.). The staff requirement of the D.E.O. may be worked out on the basis of powers delegated to him.



7.5. The D.I. should be hereinafter designated as Subdivisional Education Officer. He should be qualified enough to supervise high schools and prepare (i) index card for the schools and (ii) education map circle-wise. The cadre of higher education service should begin with this functionary and service rules for the cadre be framed.

7.6. A planning and research unit may be set up in the Directorate or Secretariat. The planning unit will co-ordinate planning initiated at the District level and the research unit would systematically look into the progress of education on a continuous basis.

### **SALARY AND GRANTS**

7.7. Ways and means should be explored to make payment of salary and grants through Banks. The existing system has created a lot of paper work from the Directorate to the D.I. level and deprive them a good part of their time required for their primary function of supervising and guiding institutions.

7.8. The present system of distribution of grants-in-aid is highly defective. There is need for better financial management including.

1. laying down the objective, criteria and norm for grants-in-aid with planning for full coverage,
2. auditing of grant issued to different institutions,
3. performance audit of the institution.

The internal audit should be independent of D.P.I./D.E.O. and be responsible to the apex body, i.e. the Secretariat as well as accountable to public.

7.9. The system of grants-in-aid should be in line with education year. The grant should be so issued as to make it effective from the academic session of the concerned year.

### **SCHOLARSHIPS**

7.10. There is need for making scholarship rate uniform for same stage and same type of education.

7.11. The scholarship scheme should be decentralised at the District level and procedures simplified so as to ensure monthwise distribution. The allotment may be made at the D. E. O. level on the basis of estimate of the previous year.

7.12. A research unit may be set up at the District level or at the Hq. to for an evaluative study of the scholarship scheme in operation and whether the objective is being served for which the scholarship is awarded.

## ENROLMENT & TEACHERS

7.13. There exists a disharmony between students enrolled as shown in the plan document and actual records. The disharmony is to the extent at 5.73 lakhs in primary stage, 1.50 lakhs in the middle stage and 0.87 lakhs in the secondary stage. The discrepancy should be reconciled and corrected accordingly.

7.14. School index card will reveal the bio-data of a school. The staff requirement should be assessed on the basis of index card and surplus to be located and adjusted. The existing surplus of about 9000 teachers need immediate adjustment.

7.15. The present system of posting a teacher and other inputs to the schools which leads to a lag of a year is to be stopped. Teacher with all the inputs should be made available right with the beginning of the academic year.

7.16. The present system of quantum-jump in plan outlay on teachers cost by appointing a teacher for two months in the previous year and regularising him in the succeeding year should be stopped. The planning should be so that the services of the teachers should be made available all throughout the year.

7.17. The selection procedures of teachers should be simplified. The objective type test in the line of NIMB model may be introduced to eliminate existing time-consuming system.

7.18. Co-education at the primary level should be introduced. At present, single teacher girls' school and plural teachers girls' school at the primary level make a substantial drain on the exchequer. This would be minimised if the co-education is introduced at primary level.

7.19. Institutional planning with school complex as a base would provide an effective linkage in minimising cost. School

complex consisting of high, middle and primary schools around a specific area may be organised in order to break their isolation and to help them function as a compact co-operative group with all the attendant advantages. A school complex may take up common minimum programmes including common plan works, common examinations, periodical meetings, sharing of libraries and laboratories and play-ground and other available facilities and could also act as a common centre for all development programmes.

### **TEACHERS PREPARATION**

7.20. Almost entire fund of Rs. 18.95 is utilised for ad-hoc type of training of teachers. The fund should be utilised for full time training.

## ANNEXURE I

## EDUCATION BUDGET

Year	Amount	Rs. in crores
1947-48	0.99	-----
1951-52	1.70	
1955-56	3.92	
1960-61	6.71	
1965-66	11.83	
1973-74	30.80	
1974-75	40.70	
1975-76	41.57	

**ANNEXURE 2**  
**ORGANOGRAM**  
**D. P. I.'s Office**

OFFICERS	1965	1970	1975
1. D. P. I. ..	1	1	1
2. A. D. P. I. (P)* ...	1	1	1
3. A. D. P. I. (H)* ..	1	1	1 (In lieu of ADPI (H) a post of Joint DPI (H) was created in 1971)
4. Joint D. P. I. (P) ...	1	1	2
5. D. D. P. I. ..	6	6	8
6. Inspector of Hindi education	1	1 (redesignated as D. D. P. I. Hindi)	1
7. Asstt. Director, Vocational Guidance Bureau)	1	1	1
8. Counsellor ..	2	2	2
9. Psychologist ..	1	1	1
10. Occupational information officer	1	1	1
11. F. & A. O. ..	1	1	2
12. Text Book production officer	1	(abolished)	
13. Registrar ..	1	1	2
14. Statistical information officer	1	1	1
15. Assistant Statistical officer	1	1	1
	21	21	24

\*P—Plains

\*H— Hills

## OTHER STAFF

1. Superintendent	..	8	10	11
2. A. S. O. Cum-Superintendent			1	1
3. U. D. Assistant	..	31	39	37
4. L. D. Assistant	...	66	79	72
5. S. G. Typist	...	2	2	2
6. Typist	...	21	28	24
7. Technical Assistant	..	2	2	2
8. Statistical Assistant		1	1	1
9. Internal Auditor	..	1	1	1
10. Junjor Auditor (Internal)		1	1	1
11. Computer	..		2	2
12. Driver	...	1	2	2
13. Stenographer	..	1	2	1
14. Record supplier	..	1	1	1
15. U. D. A. (Selection Grade)			2	
16. Duftry	..	3	3	4
17. Peon	..	40	62	50
18. Jamadar Chaprasi	..	1	1	1
19. Chowkidar	..	1	1	1
		180	231	218

(206)

25 shifted to Meghalaya

## INSPECTING STAFF

Degination	Number	Remarks
Inspector	10	One in each district
Asstt. Inspector of Schools	19	Attached to the inspectorate.
Dy. Inspector of Schools	25	One each in education Subdivision.
Additional Dy. Inspector of Schools	18	Attached to D. I.'s Office
Sub-Inspector of Schools	219	One each to educational circle of each sub-division.
Asstt. Sub-Inspector of Schools	79	Attached to S. I.

## ANNEXURE 2 A.

### FUNCTIONAL CHART

D. P. I.:—All matter relating to (1) policy, (2) budget, (3) planning (4) coordination, (5) scholarships, (6) general administration, (7) overall supervision, (8) collegiate and university education, (9) N. C. C., N. S. O., N. S. C., (10) Sports, (11) vocational guidance, (12) historical and antiquarian studies, (13) archaeology, (14) social education, (15) district gazetteers, (16) state institute of education (17) state institute of science, (18) office of the Directorate, (19) all libraries, (20) all not otherwise specified (vide ECL. 45/65/53, dated 8-10-69).

Addl. D. P. I.:—All matter in the plains district relating to 1. Secondary education including inspection and supervision of school, Inspectorate and establishment of Deputy Inspector of schools, 2. Teachers training programme including supervision and control of teachers' training institute, 3. Appointment of teachers, Asstt. Head master, Vice-Principal of Higher Secondary School, 4. Transfer and posting of Addl. Deputy Inspector of Schools, Deputy Inspector of Schools, Principal of Higher Secondary and Head master of High Schools, 5. Islamic, Hindi and Sanskrit education, 6. In matters of policy and other important matters Addl. D. P. I. will consult D. P. I., 7. Any other work entrusted to him by Government (vide ECL. 45/65/57, dated 1-11-69).

Joint D. P. I. Hills:—1. All matters relating to education in Hills district upto University level, 2. Supervision, inspection and control of subordinate officers and officers in Hill districts, 3. Appointment, posting, transfer and leave of officers within the Hills District, 4. Planning, preparation and control of budget of the Sixth Schedule areas, 5. In matters of policy and other important matters, the Joint D. P. I. (Hills) will consult the D. P. I., 6. Any other work entrusted to him by the Government, (vide ECL. 45/65/57, dated 1-11-69).

Jt. D. P. I.:—1. Elementary education, 2. Basic education, training centres, 3. Normal training, 4. Pre-primary education, 5. Special education, 6. Statistics 7. Teachers'



welfare programme (vide D.P.I. order No. ACN. 1/75 13, dated 15-9-75).

D.D.P.I. (Eight):—1. Accounts (a) branch (except establishment) Accounts (b) branch, audit branch, 2. Grants-in-aid (b) appointment branch, 3. Planning cell, Statistics, 4. N.C.-C., 5. Examination branch, post-matric scholarship and female education and all training, 6. Grants-in-aid (a) branch and education general branch (except female education training), 7. Hindi education (training, scholarship, grants etc.), 8. Plain tribal affairs.

Inspector of School:—1. Inspection of schools (High School), 2. Academic guidance, 3. Establishment matters, 4. Distribution of grants-in-aid, 5. Matters relating to Managing Committee of schools, 6. Financial matters relating to schools, 7. Scholarship, 8. Examination, 9. Appointment of teachers, 10. Compilation of all district level education statistics, 11. Others not specified.

D. I. of Schools:—1. Inspection of Schools, (ME), 2. Academic guidance, 3. Establishment matter, 4. Building grant to L. P., M. E. & M. V. Schools, 5. Appointment of teachers, 6. Examination (LP), 7. Scholarship, 8. Financial matters relating to L.P., M. E. & M. V. School, 9. Compilation of all subdivisional level education statistics, 10. Others not specified.

S. I. of Schools:—1. Supervision and academic guidance to L. P. Schools, 2. distribution of teaching bid to L. P. Schools & M. V. Schools, 3. collection and compilation of all education statistics.

### POWERS.

Inspector of Schools:—1. It has not been defined by any circular. All power is vested in D. P. I., 2. Inspectors are simply forwarding agencies of all materials on grant-in-aid, scholarship, non-recurring, grants, managing committee etc. to D. P. I. Action is initiated by the concerning branches of the D. P. I. Office and sanction is issued by the same branch, 3. A panel to Principal/Vice Principal/Headmaster/Asstt. Headmaster is made by a Committee headed by the D. P. I. and the Inspector of schools is

the member Secretary. If a school avoids (not disobeys) the panel there is no provision for stoppage of grant or taking any disciplinary action against the school, 4. Transfer of government school teachers is made by D. P. I. which may or may not be on the recommendation of the concerned Inspector of Schools, 5. Does not take part in planning process though compilation of all educational statistics at the district level is made at the Inspectorate.

D. I. of School :—1. The powers of the D. I. have not been defined by any circular, 2. Appointment of teachers (L.P. & M.-V.) is made by a Committee headed by the Inspector of Schools with the D. I. as the Member-Secretary. Appointment is subject to the approval of the Joint D.P.I. 3. Transfer, suspension and dismissal of a L.P. and M. E. school teacher can be made by the D. I. subject to approval of Joint D. P. I. or D. P. I., as the case may be, 4. The Dy. Inspector draws and disburses salary for L. P., M. E. & M. V. school teachers, countersigns bill of the M. V. & M. E. institution for encashment, 5. Inspector can inspect D. I.'s office but Inspectors are not under the control of Joint D. P. I. but under the D. P. I. direct, 6. D. I. is under the dual control of D.P.I. and Joint D. P. I. The establishment matters are under the control of D. P. I. but academic matters are with Joint D. P. I. 7. Does not take part in planning process though he compiles all institutional data at Sub-divisional level.

### ROLE OF MINISTER EDUCATION

1. All grants are subject to the approval of the Minister, Building grants at primary level are initiated by Jt. D. P. I. and approved by the minister.
2. The selection of schools to be taken over under deficit system is subject to the approval of Minister.
3. Appointment of teachers and addl. allotment of teachers to institutions is subject to the approval of Minister.
4. The list of firms for the supply of teaching aids (non-teachers cost) to the schools is approved by the Minister.

## ANNEXURE—

## NUMBER OF INSTITUTIONS FOR GENERAL EDUCATION

	Pre Primary	Primary	Middle	High	College	University
1965-66	82	18928	2611	1038	81	2
1966-77	77	19429	2705	1082	87	2
1967-68	91	19611	2840	1185	93	2
1968-69	107	19876	2997	1227	98	2
1969-70	110	19889	3156	1326	99	2
1970-71(A)	72	17723	3092	1350	99	2
1971-72-(A)	62	18040	3083	1255	101	2
1972-73	65	19213	3208	1437	111	2
1973-74	113	19623	3331	1499	113	2
1974-75	118	19819	3420	1514	115	2

190-71 (A)—Decrease is due to Separation of Meghalaya.

1971-72 (A)—Decrease is due to Separation of Mizo district and Shillong Municipal and Cantonment areas.

## ANNEXURE

## Enrolment

	6 years	6—11 years	11—14 years	14—17 years	College	University
1965—66	7512	1452771	325851	207358	38710	1856
1966—67	5680	1477126	330024	217820	42795	2322
1967—68	6736	1521054	346649	225755	46738	2457
1968—69	7735	1567712	365278	234818	51112	2603
1969—70	8432	1616650	388039	248818	55088	2702
1970—71 (a)	6290	1608011	401204	256332	58575	2873
1971—72 (a)	3180	1525203	406224	258075	57827	3021
1972—73	3287	1577197	430003	269748	67700	3189
1973—74	5188	1595063	450157	280137	75397	3307
1974—75	5457	1503038	452407	282938	76310	3320

(a) Decrease in the year 1970-71 is due to separation of Meghalaya

(b) Decrease in the year 1971-72 is due to separation of Mizo District and Shillong Municipal and Cantonment areas.

## ANNEXURE—5

## GRANTS—IN—AID

## NON—RECURRING BUILDING GRANT

Rs. in lakhs

Sub-Head	1972-73		1973-74		1974-75				
	Amount	Coverage rate	Amount	Coverage rate	Amount	Coverage rate			
Highser Secondary School	NA		6.30	63	0.10	6.95	53	0.05 0.15	
High School	14.96	406	00.05	16.00	883	0.005	1.52	16	0.005
M. E. School			0.25			0.25			0.25
Primary	NA		NA		75.00	NA	NA	0.02 0.10	

- Objective :—No specific objective has been laid down by the Department. The overall idea is to sanction grants for the repair, maintenance and extension of class room.
- Procedure :—The estimates are furnished by the schools. These are approved by Inspector of schools and forwarded to D.P. I. D. P. I. forwards it to Secretary who forwards the same to the Minister. Minister selects the schools and on this basis of selection, sanction is accorded.
- Utilisation Certificate :—The Managing Committee utilises the fund and submits the utilisation certificate to I. S.
- Criteria :—It seems that no specific criteria has been laid down by the Deptt. for the sanctioning of such grants. The norm has been laid down for higher secondary schools only. The norm is Enrolment 100 and above Rs. 25,000  
-do- 50 to below Rs. 20,000  
100  
-do below 50 Rs. 15,000
- Rate :—(i) Rate varies from Rs. 500 to Rs. 25,000 for High School and M. E. Schools. It is not understood how the rate has been determined.

(ii) Rate varies from Rs. 2,000 to Rs. 10,000 for L. P. Schools. It is not understood how the rate has been determined.

A sum of Rs. 75 lakhs has been sanctioned in 1974-75 for improvement of L. P. Schools. The coverage could not be ascertained as the utilisation certificate is not available for the above grant in the office of the D. P. I.

### SCIENCE GRANTS

(Rs. in lakh)

Sub Head	1972-73		1973-74		1974-75	
	Amount	Coverage rate	Amount	Coverage rate	Amount	Coverage rate
Science grant to M. E. School	NA		NA		1.00	100
Science grant to High School	NA		NA		7.56	1.89

#### Notes:

- Objectives:—Since Science is compulsory at the M. E. and High school stage, the objective is to build up laboratory in every M. E. and High School.
- Criteria:—There is no specific criteria for selecting a school. It appears that the school are chosen on priority basis. But the criteria of the priority basis is not available.
- Estimate:—No status report in respect of schools are available. No phased out programme for complete coverage of the schools have been chalked out by the Deptt. The Deptt. has not estimated the amount of grant necessary for the schools for complete coverage.
- Procedure:—The Schools submit the report to the L.S., who sends his recommendation to D.P.I. The list is forwarded by the D. P. I. to the Secretary who forwards the same to the Minister. The Minister selects the schools and sanction is accorded accordingly.

5. **Utilisation Certificate** :—It is true that submission of utilisation certificate is a pre condition for the approval of fresh grant. The utilisation certificates are not available in the D. P. I's office which might be available either with I. S. or D. I.
6. **Rate** :—Every M. E. school is given a grant of 1000 only. High School is given a grant of Rs. 4000 only.

#### PLAY GROUND GRANT

Sub. Head	1972-73		1973-74		1974-75			
	amount	coverage rate	amount	coverage rate	amount	coverage rate		
Play ground grant to H.E. School	NA		3.36	112	0.03	1.20	88	0.025

1. **Objective** :—The objective is to develop play grounds of the schools to encourage sports and games amongst the students youth.
2. **Criteria** :—A school is recognised if it possesses requisite land for the play ground of the school. Thus all the recognised schools are eligible for this grant but the Deptt. has not yet worked out the criteria for the above purpose.
3. **Procedure** :—The estimates are submitted by the school to the I.S. The list is sent to D. P. I and finally to the Minister who selects the school. the basis of which is not available.
4. **Utilisation certificate** :—This is not available in the D. P. I's office. It appears that the certificates are available at I. S's office the criteria of accepting utilisation certificate by I. S. is not known.
5. **Rate** :—It appears that there is no fixed rate. The rate was Rs. 3000/- during 1973-74 but Rs.2,500/- during 1974-75. No phasewise programme for complete coverage as well as amount required for coverage has yet been chalked out.

## GIRLS' COMMON ROOM GRANT

Sub Head	1972-73		1973-74		1974-75	
	amount	coverage rate	amount	coverage rate	amount	coverage rate
Girls' Common Room	NA		5.60	112 0.5	3.50	75 0.025

1. Objective:—To provide special facilities for girls' education.
2. Criteria:—To establish a girls common room with sanitary facilities in every co-education school on the basis of needs. Girls schools were also selected for this purpose. The criteria for the special needs are not known.
3. Procedure:—Plan and estimate is submitted by the school to the I. S. The schools are finally selected by the Minister. The criteria of selection is not known.
4. Utilisation Certificate:—It is not available with D.P.I. but probably available with I. S. The Criteria of accepting the utilisation certificate by the I.S. is not defined.
5. Rate:—The rate is variable. The criteria for the variable rate has not been laid down.

## LIBRARY GRANT:

Sub Head	1972-73		1973-74		1974-75	
	amount	coverage rate	amount	coverage rate	amount	coverage rate
Library grant	NA		NA		1.50	50 .03

1. Objective:—The objective is to develop a library in each school.
2. Criteria:—No criteria has been laid down by the Department. Criteria either on the basis of enrolment or on the number of books available in the library has not been laid down. The amount required for full coverage has not yet been estimated.
3. Procedure:—As in other cases, the final selection is made by the Minister out of the list approved by I.S.
4. Utilisation certificate:—It is not available in D.P.I.'s office but probably available in the office of the I. S.
5. Rate:—The rate has been fixed as Rs. 300/-per school. The basis is not known.



**GRANT IN AID TO COLLEGES**

Type of Grants	1973-74			1974-75			1975-76		
	Amount	coverage	rate	Amount	coverage	rate	Amount	coverage	rate
1. Building Grant	4.71	49	0.05	2.65	53	0.05	...	...	...
2. Hostel Grant	NA	NA	NA	1.00	...	0.10	...	...	...
3. Science Lab.	NA	NA	NA	2.84	32	0.02	1.75	31	0.05-07
4. Book Grant	NA	NA	NA	0.80	20	0.04	0.80	20	0.04
5. Teaching Aid	NA	NA	NA	...	...	...	1.00	10	0.10
6. Girls Common Room	.94	19	.04-.05	1.00	20	0.05	...	...	...
7. Play ground	1.00	23	.04-.08	0.90	30	0.03	...	...	...
8. Agri. Bias	1.65	11	.05-.25	1.00	18	0.05-.07	...	...	...
9. Work experience	...	...	...	.50	10	0.05	...	...	...
10. Matching grant	1.00	11	.04-.18	.50	5	0.02-.02	...	...	...
11. Extra Curricular	NA	NA	NA	.25	10	0.01-.02	...	...	...
	9.30			11.44			3.55		

**Note—**

1. Objective—No objective for the grants in - aid has been specifically laid down.
2. Criteria—No criteria has been laid down for any of the grants. No status report of the colleges in respect of the grant is available.
3. Procedure—Out of the list approved by D. P. I. the final selection is done by the Minister. The criteria for the acceptance or utilisation certificate by the D. P. I. is not defined.
4. Rate—The rate for each item of grant is variable. There is no basis available for such variation.

## PRIMARY SCHOOL

Item	Amount Sanctioned (Rs. in lakhs)	Date of Sanction	Amount spent (Rs. in lakhs)	Coverage	Savings (Rs. in lakhs)	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1974-75—Improvement of School Buildings	75.00	PWR 132/74/51 dt. 4th February 1975	94.51	3267	Rs.19.51 lakhs was diverted from teachers cost which was saved during 74-75.	
1974-75 Sanitation and drinking facility	24.00	PWR 132/74/50 dt. 4th February 1975	22.46	1123	(+) 1.54	
1974-75. Construction of Lady teachers Qr.	66.30	PWR 132/74/45 dt. 31st January 1975	66.30	663	One Qr. for each Gaon Panchayat area.	
1975-76 Establishment of New School	50.00	Dt. 20th November 1975	...	...	(+) 5.00 (date)	

## Notes:—

1. For sanitation and drinking water facilities, schools were selected by Jt. D. P. I. and each school was sanctioned a grant of Rs. 2,000 per school. The Jt. D. P. I.'s office could not submit the particulars as to how the scheme was actually implemented.
2. The Jt. D. P. I.'s office also could not submit details as to how Rs.66.30 lakhs was also utilised.
3. A sum of Rs.94.51 lakhs was utilised in 1974-75 for the of Primary School buildings. The building grants varied from Rs.2,000 to Rs.10,000. The Schools were selected by the Jt. D. P. I. The amount of grant to be given to each School was also determined by the J. D. P. I. No information is available as to how the scheme is implemented and supervised.
4. During 1975-76 a sum of Rs.50.00 lakhs was sanctioned subject to the condition that the fund will be utilised for the construction of new Schools only, and location of the new Schools under each sub-division to be specified. It appears that no action has been taken on this till 29th February 1976.

## Grants under Work experience scheme during 1974-75

Sl. No.	Name of the District	No. of Schools		Amount sanctioned		Total
		Non-Government	Government	Non-Government	Government	
(1)	(2)	(3)	(4)	(5)	(6)	(7)
				Rs.	Rs.	Rs.
1	Kamrup	4	5	62,500	4,500	67,000
2	Goalpara	6	4	8,500	4,000	12,500
3	Lakhimpur	11	1	21,000	1,000	22,000
4	Darrang	8	3	14,500	3,000	17,500
5	Cachar	7	4	9,500	3,500	13,000
6	Nowgong	14	2	23,000	2,000	25,000
7	Sibsagar	19	4	31,500	4,000	35,500
8	Dibrugarh	4	3	3,000	2,500	5,500
Total—		113	26	1,73,500	24,500	1,98,000

## LIST OF SCHOOLS COVERED UNDER THE SCHEME 'CAMPUS WORK' DURING THE YEAR 1974-75

Subdivision	Name of the School	Amount sanctioned
Gauhati	1. Uparhali High School	20,000
	2. A. K. Institute North Gauhati.	20,000
Nalbari	1. Solmara High School	10,000
	2. Kakaya High School	10,000
Dhubri	1. Chapar Higher Secondary School.	20,000
Mangaldoi	1. Kalaitagon High School	20,000
		1,00,000

## ANNEXURES—6

SCHOLARSHIPS AND STIPENDS AWARDED BY AND THROUGH  
THE D. P. I. ASSAM 1974-75

Name of Scholarship	No.	Duration of time	Rate	Particulars
1	2	3	4	5
Rs.				
1. National Loan Scholarship	283	Duration of course	50 to 125 p. m.	P. U. Graduation, Medical, Engg. etc.
2. National Scholarship for children of working teachers	12	Completion of course.	50 to 125 p. m.	P. U., Graduation, Medical, Engg. etc.
3. Junior Merit Scholarship	150	2 years	50 p. m.	P. U. *
4. Senior Merit Scholarship	193	Duration of course	65 p. m.	Graduation/Medical, Engg.
5. Post graduates Merit Scholarship	160	At first one academic year then renewed every year.	75 p. m.	Post Graduate Course.
6. Post Graduate Research Scholarship	13	2 years	300 p. m.	Post Graduate Course.
7. Ph. D. Course scholarship in the Jawaharlal Nehru University New Delhi	2	3 years	300 p. m.	1,000 grants as contingent grant.
8. Sainik School Scholarship	67	7 years	Full scholarship of Rs. 2050 plus Rs. 300 for 1st year and Rs. 150 in the subsequent year.	
9. Rastriya Indian Military College, Dehradun	2	5 years	150 p. m.	

10. National Defence Academy, Poona and Kharakvasla	4	3 years	30 p. m.	
11. Social Service Scholarship	2	2 years	75 and other grants	Lump sum grant Tuition fee and TA for joining the course.
12. Home Science	7	2 years	75 p. m. 100 p. m.	Do
13. Journalism	2	1 year	60 plus lump sum grant 100	Lump sum grant and 2nd class TA for joining.
14. Library Science	1	1 year	75	Book grant Rs.100 and 2nd class T A.
15. Marine Engg. Scholarship	1	4 years	75 p. m. 1100 as tuition fee plus 800 as hostel charges plus 50 uniform charge per year.	...
16. Dufferine (T. S. Rajendra)	1	2 years	65 p. m.	
17. Special scholarship to poor students (other than ST/SC/OBC)	1471	Depends on course	5 to 30 p. m.	..
18. Special Scholarship to S. T. students in secondary Schools.	6905	1 year	5 to 7 p. m.	...
19. Special Scholarship to S. C. Students in Secondary Schools.	4195	1 year	5 to 7 p. m.	..
20. M. E. Scholarship	314 ME 125MV	Depends on Course	10 p. m.	..
21. Sanskrit Scholarship	30	2 years	10 p. m.	.

22. Music Fine Arts School.	16 for whole course		75 to 100 p. m.
23. Madrassa School.	12		10 to 55 p. m.
24. Normal Stipend	543		35 p. m.
25. Deputation to Normal Trg.	30 30		pay plus D.A. plus Rs. 30
26. Special Scholarship to Children of Freedom Fighters	1576	Ist year: 10 months and renewed for the subsequent year.	7 to 30 p. m.
27. Nalbari Sanskrit Scholarship	12	2 years	20 p.m.
28. National Loan Scholarship	net fixed. whole course		720 to 750
29. Montessori Training	5	9 months	Rs. 75 plus Rs. 285 book grant and Rs. 18 as fee and 2nd class T. A.
30. Post Matric (Merit cum means Scholarship)	1500	whole course	Rs. 45 to Rs. 150 p. m. S. C., S. T., OBC The course includes Medical, Egg. Agri. Vety, etc.
31. Pre-teachership training for intending Hindi teacher Government Hindi teacher training centre, Diphu.		1 Year	Rs. 45 p. m.
32. Government Hindi teachers training College, North Gauhati.	50	10 months	Rs. 45 p. m.
33. Pre-primary stipendary course.	30	1 year	Rs. 40 p. m.

34. Pre-primary condensed course.	40	2 months	Rs. 100 p. m.	
35. (A) Basic Training Centre (Junior)	1395	1 year	Rs. 18 for deputation and Rs. 40 for stipendary	
(b) Stipendary Course.			Rs.80 p. m.	
36. Basic Training College (Senior Basic)	80	2 years	Rs. 30 p. m. + usual pay and allowance	
37. B. T. (Dept.)	490 30	1 year	Rs. 30 p. m. + usual pay and allowance	
38. National Science Talent search scholarship	variable	2 to 4 years	Rs. 150 to Rs. 500 p. m. Rs. 500 p. m.	N. C. E. F. depends on course upto Ph. D. level.
39. Government of India Cultural talent search scholarship for school children in the age group 10-14 years.		variable and renewable every year	Rs. 600 p.m.	G. I. 3. Assam Extra dependant on competition,
40. Sports talent search Scholarship awarded by the Ministry of Edn. and Social welfare. Govt. of India	400 National level.	1 year and renewable every year	Rs. 50 p. m. national level 25 p. m. State level.	G. I. 33 Assam Extra deped on competi- tion.
41. Post matric Scholarship	40855	whole course	45 p. m. to 140 p.m.	
Total—		61849		

## ANNEXURE 7

## REPORT OF THE DIRECTOR OF STATISTICS.

The system of collection and maintenance of primary school statistics in the office of the Deputy Inspector of schools, Assam was studied by deputing one Research Officer. The paragraphs below give the findings of the quick enquiry.

1. prevailing system:—The individual institutions are required to furnish annual returns in prescribed proforma to the Sub Inspector of school. These returns are very detailed. The S.Is prepare consolidated statements for the respective circles (referred to as circle summaries). The consolidated statement for the sub-division (referred to as sub-divisional booklet) is prepared by bringing together the figures for different S.I.circles. A copy of the booklet is retained in D.I.'s office and a copy of the same is passed on to the Inspector of schools.

2. (1) Observations in course of the quick enquiry:—(1) The proforma is supplied to venture schools also, but the returns from venture schools are not tabulated in the circle summaries and hence these do not get included in the final statement. It was gathered that in the Gauhati subdivision there are about 64 venture L.P. Schools with an enrolment of about 4800.

(II) The statistics for the sub-division are not maintained anywhere as a time series. Therefore, a picture of the growth of educational facilities is not readily available in the D.I.'s office. Besides, it becomes difficult to check inconsistencies or mistakes in reporting. For example, the table below gives the enrolment for the year 1970-71, 1971-72 and 1973-74.

ENROLMENT IN SCHOOL IN GAUHATI SUB-DIVISION

School	1970-71	1971-72	1972-73	1973-74.
1. L. P. School	101219	108991		111802
2. M. V. School	12188	12747		12399
3. M. E. School	16989	18700	NA	2666
4. H. E. School	33504	34507		38746
5. Higher Second-day Schools.	6257	6562		6980



It was not clear how the enrolment in M.E. schools could drop to such a low level in 1973-74 without any corresponding increase in the enrolment in the High and Higher Secondary Schools. Further the booklet for the year 1972-73 could not be made available. The enrolment in High Schools for 1970-71 was first reported as 63504 but after the data for other years become available, the discrepancy with the data for later years was brought to the notice of the concerned officer. The figure was then corrected to 33504.

(III) The totals in the booklet are worked out without any detailed systematic working sheet. This is likely to lead to mistakes in compilation. It was proposed to check the accuracy of the subdivisional compilation, but complete circle summaries for all the circles could not be furnished for any recent year and hence this check could not be conducted. Even for the year 1973-74 (the latest year for which reports have been submitted) circle summaries were made available only for 5 out of 16 circles.

(IV) The attendance in school as given in the summary statement was sought to be checked with detailed returns from schools in respect of two S. I. circles, viz. Dimoria and Korara. In the case of Korara circle it was found that circle summary was based on summary information given in the school returns. Then a few school returns were scrutinised, when it was found that the enrolment reported in the summary item of the school returns was not always consistent with the detailed break down of the students shown in the same returns. It appears that the quality of returns received from school are found to be unsatisfactory and when mistakes are detected these are corrected reportedly by referring these back to the concerned schools. In spite of the large number of corrections made, some inconsistencies were detected even among the few cases studied. In the case of Dimoria circle it was noted that average attendance is about half the enrolment which gave rise to some doubt. But the returns from school (for the year 1973-74) could not be made available.

(V) It was sought to check the number of teachers as given in the circle summary with the acquittance roll for teachers in the D.I.'s office in respect of one circle (viz. Chaygaon) out of the five circles for which circle summaries were available. It was found that in 1974-75, the number of teachers reported in the statistical proforma was 291 in position while the total sanctioned strength of teachers was 292. This is explainable as teachers on

long leave without substitute are not to be included in the statistical return. The acquittance roll for March, 1974 could not be made available for check. However, the acquittance roll for September, 1975 could be obtained. It was found that in September, 1975 in Chaygaon circle there were 292 sanctioned posts, against which in the acquittance roll there were 304 teachers. It was explained that the higher number in the acquittance roll is due to inclusion of names of substitutes serving against teachers on long leave. The substitutes are not counted in the statistical returns as the instruction is that the number of teachers reported cannot exceed the sanctioned strength.

3. Further study proposed:—In view of the unsatisfactory position of availability of returns, working sheets, etc. for the past years, it is felt that it would be worthwhile to make a more detailed study of the returns for 1974-75 (March, 1975) which are now in the process of compilation. The inspecting as well as teaching staff in schools are currently engaged in annual and scholarship examination. It is felt that a detailed study may be made in April, in two or three subdivisions.

In this study, check should be made of (i) preparation of sub-divisional level returns from S. I. circle level summaries in respect of number of schools, enrolment and number of teachers. (ii) Detailed check of one fifth of circle level summaries in the subdivisions in respect of the above items. (iii) Detailed desk scrutiny of returns from school in respect of 20 schools in each of the selected circles. (iv) Checking of returns from the above schools by actual visit to schools, (v) Checking of number of teachers as given in the statistical returns with that in the acquittance roll at the selected subdivisions, circles and the schools.

4. Preliminary suggestions:—It is felt that apart from the annual statistical returns, a small return, say of post card size, may be prepared by each school containing data only on location, number of teachers with a few classifications number of male and female students in each class, total expenditure, number of scholarships and grants received. This can be tabulated quickly and used for all administrative purposes. The cards themselves can be conveniently maintained in the office of the D.I. for reference. (ii) Detailed working sheet should be devised for preparation of circle summaries and sub-divisional statement. Uniform procedures for maintaining these may be prescribed. (iii) Time series charts may be maintained in the D.I.'s office for showing the overall position.

It will be possible to work out the above ideas in more detail after the studies proposed above is completed.

## ANNEXURE 8

## SINGLE FILE SYSTEM (SFS)

1. The existing items of work handled in a Secretariat and its attached office (AO) in this case Directorate of Education would fall into three groups :

I. Items to be handled and finally disposed of in the secretariat (In such cases self-contained reference will be made by the attached office to the Sectt. They will not be dealt with on the SFS).

II. Items covered by delegations to the attached office and thus to be disposed of in the AO office. No reference to the Sectt. would presumably arise in such cases).

III. Items which have to be referred to the Secretariat which are not included in Group I or II. (These will be dealt with on the SFS).

2. All items of work relating to an item falling in Group III should whether on their upward journey from the AO to the secretariat or on their downward journey, be handled on a single file which should be of the AO.

3. The file cover of the papers sent on SFS should prominently show the memo of the originating AO and indicate that the file is on the SFS.

4. As the AO will function as the secretariat office for all practical purpose in regard to SFS examination of such cases in the AO should be of secretariat standard and files should be complete in all respect before they are referred to the secretariat. Specifically, it would ensure that :—

- the point of decision or orders is clearly brought out.
- all relevant connected papers are added to the file and properly arranged and referred.
- where specific orders or sanctions are proposed, draft orders are also put up.
- the availability of funds etc. is certified by the AO with regard to any proposal involving additional expenditure.

5. Policy files should be referred to the secretariat at appropriate level to be determined by the secretariat and AO concerned through a general order.

6. The SFS case referred to the Sectt. may be sent as though it is being sent from one officer to another in the same organisation, and need not bear a formal UO number, etc.

7. The officer finally dealing with the cases in the AO should mark it to the appropriate officer in the Secretariat by memo.

8. Periodical report and returns should be sent to the Secretariat in prescribed forms and not on SFS files.

9. The point of receipt of an SFS file in the Secretariat will in all cases be the central registry. The receipt of the file should be recorded in a special register which should also show the despatch of the file on its return journey against the receipt entry, to facilitate a quick check of pending files. Reminders on individual SFS cases pending with the Secretariat or passed on by them to other Secretariat should be addressed to the same level in the Secretariat to which the SFS file was referred. After disposal in the Secretariat the SFS file will invariably be returned to the AO via the central registry.

10. Generally, all noting in the Secretariat should be on the

AO file. However, in certain selected types of cases concerning sensitive or delicate matters in the sphere of personnel, policy issues and finance (like vigilance, discipline and promotion, sanction of money out of secret funds, differences of opinion between the senior officers in the Secretariat or the Secretary and the Minister), general or special orders may be issued by the Secretariat, that such cases should be dealt with in duplicate files (Which would indeed be only notes recorded at a particular stage of the case or by a particular level), the final decision only being suitably recorded on the AO file.

11. As a convention, Secretariat noting on a AO file may start on a new page. If, at any stage of its processing in the Secretariat it is felt that the internal noting or any position thereof should be kept secret and should not be divulged to the AO such noting could be suitably edited before the file is returned. This

will also ensure that frank and dispassionate consideration of issues and expression of opinion within the Secretariat is not inhibited and that leakage of sensitive information is prevented.

12. Consequential action on the basis of the Secretariat's decision on the SFS file should be initiated in the AO. Orders which are issued by the AO should specifically state that they are issuing with the concurrence of the Secretariat. For cases which require authentication on behalf of government, powers could also be conferred on designated officers of the AO to authenticate orders in the name of the Governor.

13. Copies of sanctions orders issued by the AO on the basis of the Secretariat approval recorded on the SFS file should be endorsed invariably to the officers concerned in the Secretariat.

## ANNEXURE 9

**Proforma for collection of school statistics**

**1. Population :—**Main population data at least for the last two census including birth and death rates, population projection, internal and external migration and basic facts, concerning literacy and schooling (ethnic, national and linguistic groups).

**2. Education and School Statistics :—**Present organisation and structure of educational system. Data and time series at all levels and types of education (Village, Primary, Agriculture, Technical, Middle, Secondary, College etc). With details on the distribution by region (Urban and Rural) for the following :—

- (a) Schools :—number, private or public, number of grades, number of teachers and number of pupils enrolled.
- (b) Staff :— number-classified by sex, age, qualification, number of teachers on 'classified subjects'.
- (c) Pupils :— number of pupils enrolled, classified by sex, age & grade.
- (d) Pupil Teacher ratio :—Frequency distribution and average daily attendance in schools.
- (e) Number of students entering the school and graduated during the year by sex, for all levels and type.
- (f) Number of students enrolled in collegiate education by sex and field of study.

(g) Data on adult education on allied field.



(h) School building and other equipments :—Location, physical capacity, physical condition including sanitary arrangement, estimated immediate needs, projected long term needs, facilities for work experience programme.

**3. School finance :—**Receipt by sources, expenditure by level and type of education both capital and recurring. Unit costs for different types and level of education.

**4. General Economic Situation :—**Development plans and their implementation.

**5. Manpower :—**Occupational distribution of the population-sexwise ; manpower projections, data concerning degree and nature of unemployment.

A.G.P. C.M.S. 763/76—5,000—

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