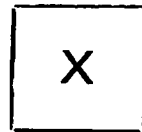


Studies in
Administrative Organization of
Educational System



ADMINISTRATION OF EDUCATION
IN
JAMMU AND KASHMIR

S. N. MUKERJI
(Editor)

Research Staff

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NIEPA DC



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P_R_E_F_A_C_E

There is at present a paucity of literature giving a reliable picture of the prevalent systems of educational administration in different States of this country. Realising this shortcoming the Department of Educational Administration of the National Council of Educational Research and Training has assigned the top priority to this aspect of educational administration in its research projects.

Accordingly the Department has drawn a programme of visiting of all States in two years, survey their administrative systems of education, study relevant literature, and discuss the administrative problems with the State officers, private managements, professional organizations, teachers, heads of educational institutions and a few selected educationists.

Jammu and Kashmir is the tenth State which was visited. The present report is based on that study. It is hoped that it will prove useful to research workers, educational administrators, educationists and laymen interested in education and its administration.

The Department would like to place on record its most grateful thanks to the Government of Jammu and Kashmir for giving the necessary facilities for making the investigations and specially to the State Department of Education: Sri Gulam Mohammad, Education Secretary, Shri M.V. Begg, Educational Adviser, Sri Noor-ud-din, Director of Education and many others. The Department is indebted to Directors of Libraries and Archives, District Inspector of Schools, Srinagar and other heads of various Institutions. The Department would also like to express its gratitude to a number of teachers, headmasters, representatives of professional organizations and managements and others who gave their evidence and expressed their frank opinions regarding administrative problems facing education of the State to-day.

January, 1967

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Education by Stages
and Age Group

Stage

17	Research			25
16	Post graduate courses		M. Ed.	22
15			B. Ed.	21
14	Three years			20
13	Degree Courses			19
12				18
11	Pre-University Course	Basic Education course diploma in Teaching	Higher Secondary	17
				16
10	High Schools		Basic Edu. Course/ . D.T. for girls and in-service teachers	15
9	Lower High Schools			
8				14
7	Central Schools		Middle Schools	13
6				12
5	Primary Schools			11
4			10	
3			9	
2			8	
1			7	
	Nursery Classes			6

JAMMU AND KASHMIR

THE STATE

The State of Jammu and Kashmir, constituting the extreme North of India and extreme western section of the Himalayas, lies, between $32^{\circ} 17'$ and $36^{\circ} 58'$ north latitude and $73^{\circ} 26'$ and $80^{\circ} 30'$ each longitude. It has an area of 1,37,637 square kilometers. This area has different altitudes. The plains of Jammu and the Kandi area of low lying hills is not more than 1,500 feet above the sea level, whereas the heights of Kishtwar, Bhaderwah, Doda, Rousouri and Poonch is 1,500 to 5,000 feet. Pirpanjal range rises from 9,000 to 13,000 feet and Zankar range from 17,000 to 22,000. The Kashmir Valley, the heart of the Kashmir province lying in the lap of the Himalayas has a length of 500 kilometers and a breadth of only 16 kilometers. The valley known as the 'Paradise on the Earth' has incomparable beauty of lakes, flowers, pine and fir trees. Fruits and specially the dry fruits are the gifts to the tourists, who are attracted from all parts of the world. The climatic conditions vary from the dry cold of Ladakh in the North to the scorching heat of the plains in the South. Rainfall varies between 30 to 60 inches a year except in Ladakh District where it is only 4 inches. In Kashmir Valley, the rainfall is 30 to 35 inches.

The State has a population of 35.61 lakhs according to the 1961 Census. The range of density of population varies from 10 to 300 persons per square mile. About 17 per cent of the population is urban. More than 80 per cent people live on agriculture, animal husbandary, horticulture and forestry; 10 per cent on cottage industries like making of shawls, carpets and felts, wood carving, papier mache, metal work and wicker work. Rest of the people earn their living by engaging in trade and commerce. The peasant supplements his income by silk-worm rearing, bee-keeping, sheep-rearing, basket-making and by weaving woollen goods and blankets.

The State has been divided into two provinces viz. Jammu and Kashmir, and nine districts; Srinagar, Baramulla, Anantnag, Frontier District of Ladakh, Jammu, Kathua, Udhampur, Doda and Poonch-Rajouri. Srinagar is the capital but the State Secretariate moves to Jammu from November to March. The official language is Urdu but Kashmiri, Dogri, Balti, Punjabi, Pahari and Ladakhi are spoken in different parts of the State. The State has now Legislative Assembly with 100 members and Legislative Council with 36 members. There are three municipalities, six town area committees and twenty eight notified area committees.

DEVELOPMENT OF EDUCATION A BRIEF HISTORY

Kashmir has an age-old tradition of learning and art. Buddhist philosophy flourished from the 3rd century B.C. to 6th century A.D. and from here that spread into Tibet, China and Central Asia. Vasugupta propounded Shiva philosophy in 14th century A.D. The Kashmir has produced Charak, the physician; Patanjali, the grammarian; Kalhan, the poet and other propounders of Indian philosophical thought. Syeed Bilar Shah, popularly known as Bulbul Shah, and Shah Hamdan came from Persia and preached Islamic beliefs. King Rinchan of Kashmir founded an institution in 1324 A.D. of Islamic studies which produced scholars of Persian poetry like Gani and Mohsin Fani. The second Sultan continuing the patronage of learning and letters founded the Jamia Masjid College which had provision for teaching of Philosophy, Theology, Mathematics and Logic. Dar-ul-Ulum, a residential university and established by Sultan Zain-ul-Abidin, drew

scholars from Baghdad, Bokhara and Persia. This university also took up the task of translating books from Sanskrit and Arabic into Persian. Sufism, a synthesis of Hindu and Islamic thought emerged and continued even later than 1596 when Akbar, the Muzal Emperor, conquered Kashmir. In Dara Saikoh's time, a university of Sufism was established where upanishads and other scriptures were translated into Persian. The building of this university stands even this day. It is known as the 'Pari Mahal' which is on a spur of a mountain overlooking Dal Lake.

Education suffered a set-back under the Afgans. In 1819, Maharaja Ranjit Singh annexed the Kashmir State by defeating the last Afghan governor and in 1846 the Britishers acquired it and put under the control of Gulab Singh, a Dogra Chief who was succeeded by his son Ranbir Singh in 1856. Ranbir Singh, being a patron of oriental learning established a Sanskrit institution at Jammu. He was nominated as the first Fellow of the Panjab University in 1882. In 1875, there were about 250 schools with more than 7,000 scholars of Sanskrit, Persian, Arabic, English and Dogri. The total educational expenditure during the year was also more than Rs.93,000. The Church Missionary Society of England established the first English school at Srinagar in 1880. The Government also followed suit and opened a high school at Jammu, a middle school at Srinagar and eight primary schools throughout the State. The Department of Education was organised in 1905. Soon afterwards, the present S.P. College in the form of a department of the Hindu College, Banaras was established. Later on the Prince of Wales college was set up.

Compulsory education was introduced for boys only in 1931 in the cities of Srinagar and Jammu. This was later on extended to other cities also. Attendance Committees consisting of members who could popularize education among the masses through their personal influence, were formed. But these committees could not function well and the regulations soon became defunct because of the inadequate machinery to enforce compulsion. The Education Reorganisation Committee was appointed under the Chairmanship of Sri K.G. Saiyidain, then Director of Education in 1938. The Committee drew up a twenty-five years plan in order to provide a system of universal free and compulsory education through out the State and recommended the reorganisation of five-year primary school into a seven-year programme. It also suggested that education should be imparted through the medium of a productive craft. In spite of full efforts of the State Government, the educational development was not satisfactory. By 1947 only 18 per cent of 6-14 years of school-going-age were in attendance.

After 1947, the development of education has been very rapid. In 1947 there were only three colleges whereas the number rose to eight in 1948. Four colleges were managed by the Government and the other four by the private agencies. The total enrolment in these institutions stood at 3,029. The university of Jammu and Kashmir was also established in the same year. In 1953, free education from primary to the post-graduate level was introduced. The university also took over post-graduate teaching and started the departments of Hindi, Urdu and Mathematics in 1958. Subsequently other departments were also introduced. In 1963, the State Government appointed a committee under the Chairmanship of Dr. B.N. Ganguli, Pro-Vice-Chancellor of the University of Delhi, to examine the shortcomings of Jammu and Kashmir University and advise on necessary measures. Based on its recommendation, the Jammu and Kashmir University Act 1965 and the Board of Secondary Education

Act 1965 were passed. The progress of education at all levels will be evident from the following statistics.

TABLE-1
Development of Education

	1947-48		1964-65	
	Institutions	Enrolment	Institu- tions	Enrol- ment
Primary	1,190	65,309	4516	2,86,000
Middle	203	26,886	977	89,000
High/Hr. Sec.	54	15,226	343	31,000
Colleges	3	1,600	16	8,329
Teachers Trg. Colleges	Nil	Nil	3	400

The expenditure on education has also considerably increased. The State expenditure rose to Rs.3,65,07,683 during 1964-65 as against Rs.36,31,947 during 1950-51.

THE ADMINISTRATIVE SET UP AT THE HEADQUARTERS

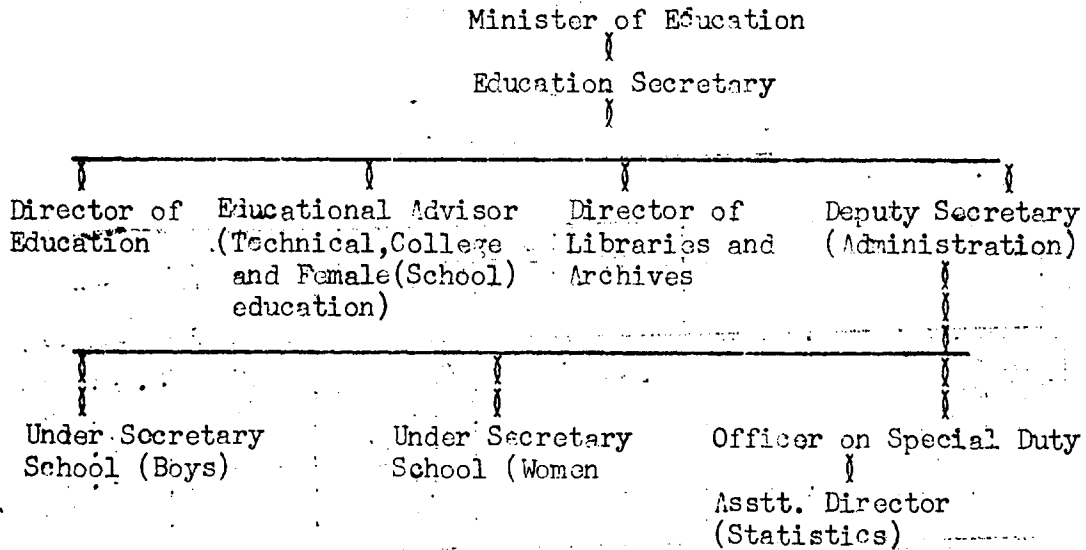
Administration of education is vested in the State Department of Education, the University of Jammu and Kashmir, and the Board of Secondary Education. There is no contribution of local bodies, and private recognised managements play an insignificant role. It may be noted that Technical Education is under the Directorate of Technical education, which is under the Ministry of Industries. But two polytechnics are under the State Department of Education.

THE STATE DEPARTMENT OF EDUCATION

The State Department of Education as in other states is headed by the Minister of Education who is assisted by the Education Secretary. The Secretariat staff, in addition to Education Secretary, consists of a deputy secretary, two under-secretaries, an officer on special duty and an assistant director (statistics). The Secretariat moves to Jammu from Srinagar for the months of November to March. There is an educational adviser who is overall incharge of higher, female, and to some extent technical and medical education in the state. The diagram below shows the administrative set-up at the secretariat level:

DIAGRAM-I

State Department of Education



The Deputy Secretary, apart from looking to the general office administration, is also in charge of matters relating to college education, budget, plan schemes, university, Assembly and Parliament questions, general circulars from the State and the Central governments, central government schemes and other miscellaneous matters. One under-secretary is in charge of work relating to all the boys' schools, educational survey, text-books and publications, social education and physical education. The other under-secretary is in-charge of matters connected with all schools girls, scholarships discretionary grants, all the three Akademias, technical education and N.C.C. The Officer on Special Duty looks after the statistical call with the assistance of an assistant director and is in charge of the work relating to centrally sponsored schemes and rationalization of staff and equipment in colleges. The details of the sections, comprising of the ministerial staff, under the charge of each officer mentioned above are given below:

<u>Name of the Section</u>	<u>Controlling Officer</u>
1. College Section)	Deputy Secretary
2. Budget Section)	
3. Implementation Section)	
4. General & Miscellaneous Sec.)	Deputy Secretary
5. Libraries & Archives Sec.)	
6. School (Boys) Section	Under Secretary School (Boys)
7. School (Women's) Section)	Under Secretary School (Women's)
8. N.C.C. Section)	
9. Scholarship & Tech. Edu. Sec.)	
10. Statistical Section	Officer on Special Duty

Each of these sections are staffed with superintendents, head assistants, senior assistants and junior assistants. The three principal officers are: (a) The Educational Adviser is incharge of technical, college and female education, (b) The Director of Education looks after the elementary and Secondary education for Boys, (c) The Director of Public Libraries supervises the work of libraries, research and publication of text books upto class VIII in the State. These three officers are responsible to the Education Secretary. The Director of Public Libraries is assisted by an assistant director (research and publications) and a publication officer (text books).

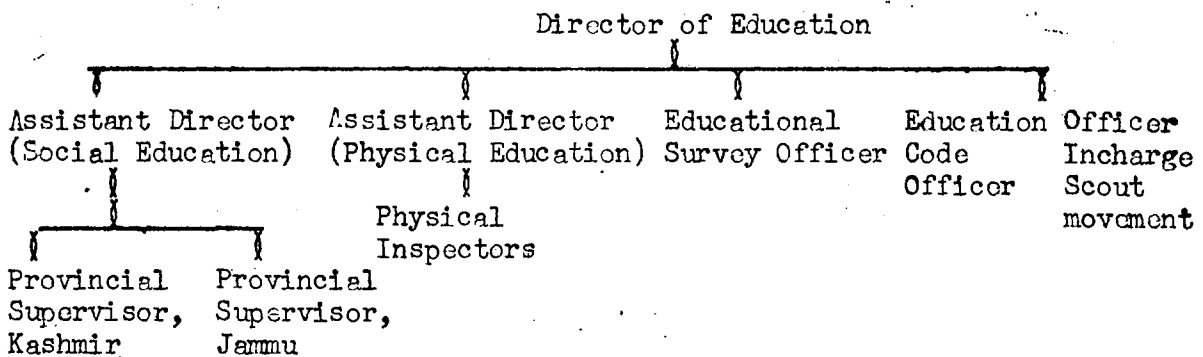
The pay-scales of the gazetted and non-gazetted staff are given in Appendix I.

THE DIRECTORATE OF EDUCATION

The Director of Education is the head of this directorate who is responsible for the administration of boys' education upto secondary level in the state. At the headquarters he is assisted by five officers, viz., The Educational Survey Officer, the Assistant Director (social education), Education Code Officer, Assistant director (physical education) and the Officer Incharge of Scout Movement. The Assistant Director (Social Education) is assisted by two provincial supervisors each for Kashmir and Jammu provinces, in organising social education programme in the State. The organisational set-up of the Directorate is represented in the following diagram.

DIAGRAM-II

Directorate of Education



There are no other officers at the headquarters to assist the Director of Education in administrative work except a few members of the ministerial staff. Nor are there separate posts of deputy directors to look after elementary and secondary education as in case of most of the other states. The Assistant Director (Physical Education) looks after physical education at all stages of education. As such, he is responsible also to the Educational Adviser. The Educational Survey Officer deals with matters relating to the Second All-India Educational Survey, which is being conducted by the National Council of Educational Research and Training. There is a separate officer in the Secretariat dealing with statistical work. The Education Code Officer is responsible for the consolidation of educational rules. The Assistant Director (Social Education) and the Officer Incharge Scout Movement are responsible for administration of state policy

regarding the development of social education and the scout movement respectively. The pay scales of all these officers have been given in Appendix I.

THE EDUCATIONAL ADVISER'S OFFICE

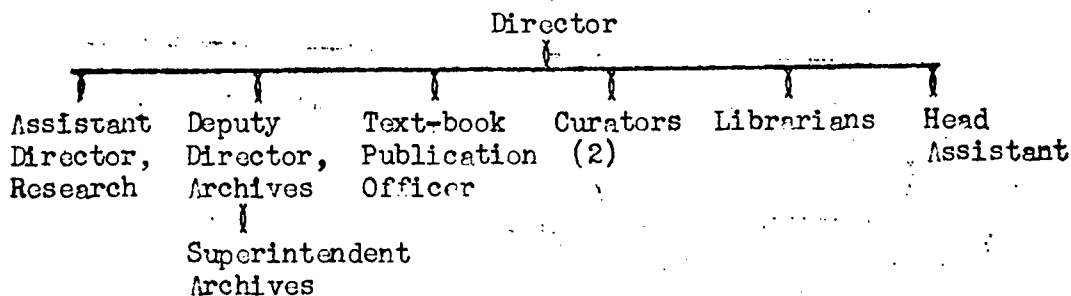
The Educational Adviser, is incharge of collegiate, female and to some extent technical education. He is assisted by an officer on special duty matters relating to female education. The provincial administration of female education is also under him. He acts only as one of the directors under the State Education Department and has no advisory function whatsoever. He controls the government colleges and sanctions grants-in-aid to colleges managed by private bodies. The teachers training colleges are also in his charge.

THE DIRECTORATE OF LIBRARIES AND ARCHIVES

The Director, libraries and Archives is incharge of this directorate. He is responsible to the Education Secretary. The main functions of the Directorate are: (i) the implementation of the recommendations of the State Text-Book Board, (ii) the production of text-books for classes I-VIII and (iii) the overall supervision of libraries, museums, archives, repositories archaeology and oriental research. The Director is assisted by a number of officers. The diagram given below represents the organisational set-up:

DIAGRAM-III

Directorate of Libraries and Archives



The pay-scales of these officers are given in Appendix I. Though the Director has a number of professional officers, yet there is not even a single gazetted officer to assist him in administrative matters.

STATUTORY AND ADVISORY BODIES

The Jammu and Kashmir Board of Secondary Education is only the statutory body in the State though there are a number of advisory boards. The constitutions and functions of some of the principal boards are examined here.

Board of Secondary Education: Under the Jammu and Kashmir Secondary Education Act, 1965, the Board of Secondary Education was established with a view to improving the various aspects of secondary education. The Vice-Chancellor and the Registrar of Jammu and Kashmir University and the Educational Adviser are the ex-officio chairman, vice-chairman and secretary of the Board respectively. Amongst other members are the divisional pro-vice chancellors and joint registrars

of the university, the Director of Education, all provincial deputy directors/directress of education, ten heads of secondary schools and principals of professional colleges. The members other than ex-officio hold the office for a term of three years. Four persons are nominated by the Central Council of the university. Thus, one-third number of the members represent the university. The Board has following powers and functions:-

- i) to prescribe courses of instruction for the High School and Higher Secondary School Examinations;
- ii) to conduct public examinations for persons who have pursued the High Schools and Higher Secondary Courses;
- iii) to publish the results of examinations conducted by the Board;
- iv) to grant diplomas or certificates to persons who have passed the examinations of the Board under conditions laid down in the regulations;
- v) to recognize institutions for the purpose of providing instruction in the High School and the Higher Secondary School Courses;
- vi) to admit candidates to the examinations of the Board;
- vii) to demand and receive such fees as may be prescribed.
- viii) to hold, control and administer the funds and property of the Board;
- ix) to co-operate with the University of Jammu and Kashmir in particular and with other authorities in general, in such manner and for such purposes as the Board may determine;
- x) to place before the Government and the University of Jammu and Kashmir, as the case may be, the views of the Board on any matter with which it is concerned;
- xi) to call for reports from the Educational Adviser and the Director of Education, on the condition prevailing in recognised institutions or in institutions applying for recognition;
- xii) to adopt measures, to promote the physical, moral, cultural and social welfare of students in recognised institutions;
- xiii) to take such measures as the Board may think are necessary to raise the standard of secondary education in the State;
- xiv) to institute and award scholarships, medals and prizes under conditions that may be prescribed;
- xv) to frame regulations for carrying out its purposes;
- xvi) to approve the annual financial estimates of the Board after having been endorsed by the Finance Committee;

- xvii) to appoint committees, consisting of such members of the Board and such other persons, if any, as the Board in each case may deem fit, for carrying out specified purposes and to delegate to these committees such powers as it may deem fit; and
- xviii) to do all such other acts and things as may be requisite in order to further the objects of the Board as a body constituted for regulating and supervising High School and Higher Secondary Education in the State.

The Secretary is the principal administrative officer of the Board. He is assisted by a joint-secretary, a deputy secretary, two assistant secretaries and other ministerial staff. All appointments are made by the Board. The service conditions of the employees of the Board are the same as those of the State government servants.

The Board has appointed a number of committees. Each consists of external experts and has its own Secretary and other members. Following are the powers and functions of the committees:-

a) The Committees of Courses.- Each Committee of Courses lay down a Syllabus in the subject or subjects with which it is concerned and recommend suitable text books when necessary,

b) The Committee of Examinations.- The Committee for Examinations (i) make arrangements for the conduct of the examinations in conformity with the regulations; (ii) appoint paper-setters and examiners after considering the recommendations of the Committees of Courses, subject to the approval of the Board; (iii) propose the opening and closing of centres of examinations; (iv) appoint tubulators for the examinations conducted by the Board; (v) consider cases of the use of unfair means in the examinations conducted by the Board; (vi) scrutinize applications from private candidates for permission to appear at the examinations of the Board; and (vii) consider all other matters arising out of the conduct of examinations and make recommendations, where necessary, to the Board.

(c) The Recognition Committee.- The Recognition Committee scrutinize applications received from schools desiring to be recognised for the purpose of an examination or examinations conducted by the Board, call for other information necessary for purposes of recognition and perform such other duties as may be delegated to it by the Board. It may appoint sub-committees for the purpose when necessary.

(d) The Finance Committee.- The Finance Committee act as an advisory body in all matters concerning the finances of the Board. The Finance Committee prepare the annual budget of income and expenditure and submit it to the Board for its approval. No new items of expenditure can be incurred by the Board or its administrative or executive head except with the prior permission of the Finance Committee.

(e) The Academic Committee.- The Academic Committee consider all academic questions relating to the examinations conducted by the Board, including the conditions to be fulfilled and the tests to be passed by the candidates and report thereon

to the Board; and recommend to the Board the syllabi and courses of study for the examinations held by the Board except such text-books as may be got edited by the Board itself, after considering the recommendations of the Committees of Courses.

(f) The Results Committee.- In accordance with the regulations, the Results Committee

- a) authorise declaration and publication of the results of the examinations conducted by the Board;
- b) subject to the approval of the Board, quash the result of a candidate after it has been declared if he is disqualified for having used unfair means in the examinations; and
- c) amend, subject to confirmation by the Board the result of a candidate after it has been ascertained and published, when found to have been affected by error, mal-practice, fraud or any other improper conduct.

(g) The Committee for Women's Education.- The Committee for Women's education make suggestions and recommendations to the Board for the dissemination and promotion of such education in the State. It also perform such other duties and exercise such other powers as may be prescribed by the regulations.

At present the Board is holding matriculation examination after 10th class of high school, higher secondary core examination after 11th class. In April, 1966 the number of students appeared in each of these examinations was 13,811, 4,151 and 3,820 with 46, 56.5 and 48 pass percentage respectively.

The Text-Book Advisory Board.- The Board was constituted under the orders of the State Government in 1959 with its function to advise on matters relating to the schemes of studies, syllabi, and preparation and production of text-books for classes I to VIII. It has been reconstituted recently. The Chief Minister, Education Minister and Director for Libraries and Archives are its Chairman, Vice-Chairman, and Secretary respectively. There are 37 other members including the Educational Secretary, the Educational Adviser, the Director of Education and other officers of the State Education Department. Some heads of teacher training colleges/institutes and secondary schools are also its members.

The implementation of the recommendations of the Board is the responsibility of the Director for Libraries and Archives, since he is incharge of production of text-books for elementary schools.

The State Board of Technical Education.- The Board has been constituted recently with its function to advise the Government on matters relating to technical education. The Chief Minister, the Education Minister and the Educational Adviser are its Chairman, the Vice-Chairman and the Secretary. There are thirteen other official as well as nominated members who are connected with or interested in technical education.

The Board has three committees each for examination, syllabus, and affiliation and inspection.

The State Council For Women's Education.- The Council was constituted in 1962 with its function to advise the State Government on issues relating to the education of girls at school level and of adult women, and to suggest policies, programmes, targets and priorities for the expansion and improvement of the same. At present the Council is functioning under the Chairmanship of the Education Minister. The Educational Adviser and the Officer on Special Duty in his office are the Vice-Chairman and the Secretary respectively. Amongst the other members are; the Director of Education, both the deputy directresses of education, two principals of government colleges, four women and others interested in or connected with education of the fair sex. There are 18 members in all including office bearers.

State Institute of Education

Unlike other states, there are no bureaux or special units established in any of the directorates of the State Education Department. Nor are there special institutions except the State Institute of Education. It was set up in April, 1964. It is headed by the Principal-cum-Director (Training) in Class I service, who is responsible to the Director of Education. He is assisted by a Vice-principal, three field advisors, four research officers, two junior research officers, one librarian and ministerial staff. Their pay scales are given in Appendix I.

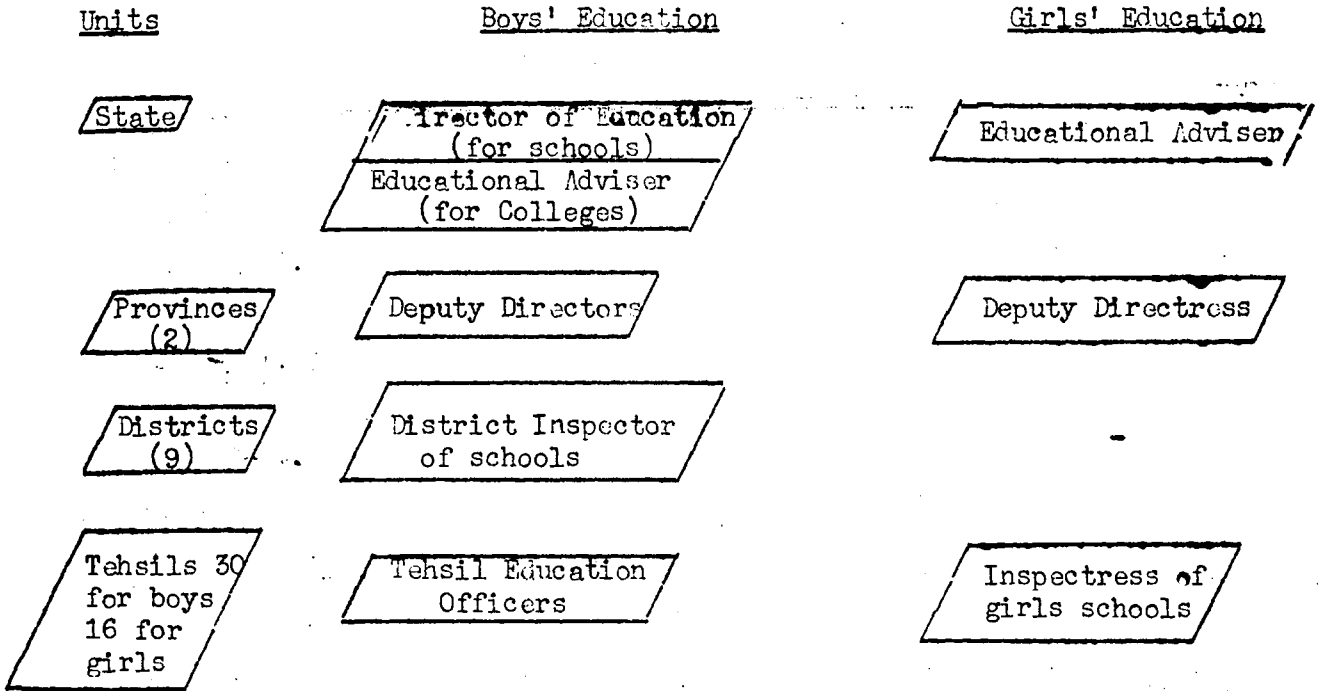
The Institute conducts research, imparts training and carries out extension programmes for the improvement of elementary education. At present, the in-service training programme for teacher educators, and inspecting officers in the State Service is being run. Some research projects like work-load of teachers primary schools, status study of calligraphy(urdu), survey of pupil teachers of Jammu & Kashmir State, have been taken up. The State Audio-Visual unit is also functioning in the Institute with a few members of the staff. There is one officer-in-charge for audio-visual education, one operator and one drawing master. Conducting of film shows, display of models, playing the tape recorder and radio are its main activities.

ADMINISTRATION AT PROVINCIAL AND DISTRICT LEVEL

Administratively, the State has been divided into two provinces, Jammu and Kashmir, and each province is under the charge of a deputy director for boys' education and a deputy directress for women's education. The State has nine revenue as well as educational districts. The districts of Srinagar, Baramulla, Anantnag and Frontier District of Ladakh are in the Kashmir province and Jammu, Kathua, Udhampur, Doda and Poonch-Rajouri fall in the Jammu Province. The administration of Boys' education in a district is under the charge of a inspector of schools. There is no machinery for girls' education at the district level. The tehsil level officers for boys' education are responsible to the district inspector of schools whereas those of girls' education to the deputy directress of their province. The following diagram gives a schematic representation of how education is being administered at different levels.

DIAGRAM-IV

Administrative Units and Officers

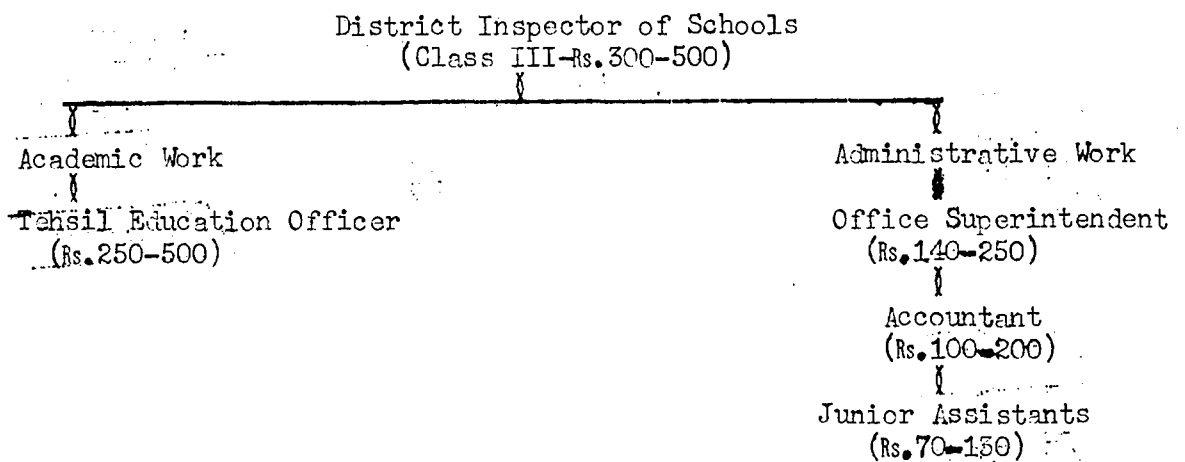


Administration at the Provincial Level.- The Deputy Director of Education and the Deputy Directress of Education are the principal agents of the State Department of Education in their province. The former is responsible to the Director of Education while the latter to the Educational Adviser. In addition to holding general charge of educational activities in the province, they are responsible for the inspection of high, higher, and multipurpose schools. Each of them is assisted by a superintendent (establishment) a superintendent (budget) and other ministerial staff. In inspection work, a deputy director of education is assisted by a district inspector of schools and a deputy directress of education by a number of inspectresses of schools.

Administration At the District Level:- The District Inspector of Schools is incharge of the administration of all boys' schools in his district and also for the supervision of high, lower high, middle and central schools, and subordinate offices. He has powers to appoint and transfer teachers. The delegated powers of district inspectors of schools have been given in Appendix II. The District Inspector of Schools for the Frontier District of Ladakh exercises the powers of a deputy director of education. In his supervision and inspection work, he is assisted by tehsil education officers. The District Inspector of Schools is in Class III, State Educational Service. In his administrative duties, he is assisted by an office superintendent, an accountant and some junior assistants. The following diagram gives the administrative set-up at the district level.

DIAGRAM-V

The Administrative Set-up At the District Level



The inspection of girls high/higher secondary and teachers training schools, appointments, promotion and transfer of teachers, administration of girls education in general are the responsibilities of the Provincial Deputy Directress of Women's Education.

Administration At the Tehsil Level.- Each district has been divided into tehsils. There are 30 tehsils for the administration of boys' schools and 16 tehsils-units for the administration of girls' schools in the State. Each tehsil is under the charge of a tehsil education officer and each tehsil-unit is under the charge of an inspectress of girls' schools. Both, the Tehsil Education Officer and the Inspectress of Girls Schools are responsible for administration and inspection of lower high, middle, central and primary schools, maintenance of service records, of teachers, payment of salaries and other dues and miscellaneous duties. The Tehsil Education Officer and the Inspectress of Girls Schools maintain the independent offices and each one is assisted by a small team of ministerial staff.

Thus, it may be concluded that there is a four-tier administrative system of education within the State. The lowest tier is the tehsil and the tehsil education officer for boys schools and inspectress of girls schools are responsible for the administration of elementary education through the district inspector of schools and provincial deputy directress of education. Next higher stage is the district for boys schools and a district inspector of schools is responsible for the administration upto high school. The provincial officers are overall incharge of school education within their provinces. The local bodies have no hand at all in the administration of education. The contribution of private agencies or voluntary organisations is also quite insignificant.

ADMINISTRATION OF DIFFERENT BRANCHES OF EDUCATION

In this section, some of the principal features of a few selected branches of education have been discussed. These are higher education, technical education, secondary education and elementary education.

Higher Education.- As a result of Theophists enterprise, the first college in the State was established in 1906 at Srinagar which was taken by the State Government in 1912-13. Soon after, the Prince of Wales Collegues was opened at Jammu. Until 1947

all high schools and colleges in the State were affiliated to the Punjab University. The Jammu and Kashmir University came into existence in November 1948. In the beginning it was only an examining body, but now it has started post-graduate departments in various subjects. In 1953, education was made free from primary to the post-graduate stage. At present there are sixteen government colleges and five aided private colleges. Of these three are at Srinagar, one at Jammu and one at Baramulla. Out of the government colleges - three are exclusively for girls. There are 9 private colleges of oriental studies also. Following figures speak for themselves about the development of collegiate education in the State during the last decade.

Table-II

Development of Collegiate Education

Year	Total enrolment	Total expenditure
1953-54	7,079	6 lakhs
1959-60	8,831	21 lakhs
1962-63	10,713	30 lakhs
1965-66	12,000	36 lakhs

Apart from these colleges of arts, science and commerce, there are various professional colleges and institutions. There is a medical college, an engineering college, a ayurvedic college, a unani college and two agricultural colleges.

Administration.- College Education is looked after by the Educational Adviser, with the assistance of an officer on special duty (college). There are a few members in the ministerial staff in the College Section under the charge of a superintendent to look after the work connected with college education in the state.

Grant-in-aid.- A Block grant of Rs.48 per student for under-graduate and Rs.56 per student for graduate classes is given on the basis of average attendance of students checked at two occasions one by a regular and another by a surprise inspection. The State Government also meets fifty per cent of the pay of the staff by way of grant to private colleges. There is the provision of building, equipment and hostel grants which are fifty per cent of the cost or total deficit whichever is less. There is no ceiling but the amount of the grant is determined on the basis of availability of funds and special requirements and merits of the institution applying for grant.

Inspection.- There are two types of inspection. One is a regular inspection which is pre-arranged and another is a surprise inspection. The Educational Adviser is the sole authority for the inspection of colleges. He can co-opt any body in his inspection work. The inspection of colleges is also done by the university at least once a year. Special inspection is done at the time of raising a college to the higher level, granting application to a new institution and introducing the teaching of new subjects.

Process under Plan Schemes.- During the Third five Year Plan, all the colleges have been converted into three-year degree pattern. This involved the strengthening of the staff, office establishment, equipping the laboratories and improvement of the buildings.

During the Fourth Plan period, some more colleges are to be opened at Jammu and Srinagar. The provision for recreation halls, educational tours, hobby centres, gymnasiums, merit and merit-cum-means scholarships, staff quarters and expansion of science education has been made. The Jammu and Kashmir University has planned to construct new buildings for the new post-graduate departments to be opened at both the centres (Jammu and Kashmir) of the university. The provision for the expansion of teacher training colleges has also been made. Due to the non-availability of funds for matching grants, the State Government has not been able to avail of some of the schemes sponsored by the University Grants Commission.

TECHNICAL EDUCATION

The first school of crafts for destitutes and orphans was opened in 1876. Shri Amar Singh Technical Institute was opened at Srinagar in 1912 followed by Shri Pratap Technical Institute at Jammu. By the year 1947, the State had six technical institutions located in important towns. These schools had the objectives of development of arts, crafts and college industries. In 1948, these schools were closed down and converted into multi-purpose secondary schools.

The establishment of technical institutes was taken up very recently. Two polytechnics for diploma courses in mechanical, electrical and civil engineering each at Srinagar and Jammu were started by the State Government. There are two industrial training institutes one each at Srinagar and Jammu for a number of engineering and non-engineering trades. The Regional College of Engineering has also been established at Srinagar by the Central Government which is affiliated to the Jammu and Kashmir University.

Administration.- The industrial training institutes are looked after by the Director of Technical Education, Department of Industries. The Educational Adviser is controlling the administration of both the polytechnics. The post of the Assistant Director for Technical Education has been created in his office. At present, there is an officer on special duty; incharge of the section of technical education, who is assisted by a superintendent and other ministerial staff. The Registrar for Technical Examination is incharge of examination work under the supervision of Educational Adviser.

The fourth five year plan, has provided for introducing automobile course in polytechnics and opening of more industrial training institutes.

SECONDARY EDUCATION

Before 1947, there were no higher secondary schools and there was a tendency to open high schools in urban areas. Even some important district headquarters and other towns were without any secondary schools. During the post-independence period, the policy has been to open as many high schools in the rural areas as possible. At present, there is hardly a big village that does not have a high school for boys. There were only 54 high schools in 1947 whereas the number has risen to more than 400 including

higher secondary schools at present.

Pattern: The higher secondary schools impart instruction upto class XI and high schools upto class X. From classes I to IX are lower high schools, I to VIII middle schools, I to VII central schools and from classes I to V are the primary schools. The Board of Secondary Education holds two examinations for secondary students one after class X and another after class XI. The matriculation examination is held after class X, the final class of a high school. For admission to 3 year degree course in a college, a matriculate is required to undergo one year pre-university course. The prescription of syllabi and text books for classes IX, X and XI is the responsibility of the Board of Secondary Education whereas that of pre-university course of the University.

Management: Education in the State is mostly a state enterprise. 97.5 per cent institutions are managed by the State Government and rest by the private agencies. The local bodies have no contribution in managing the schools. The constitution of managing committees of the private institutions has been laid down by the State Education Department. Every managing committee is required to consist of 7 to 11 members including the principal or the headmaster/headmistress of the institution and one or two representatives of the teaching staff. Other members are from the locality where the institution functions.

Grant-in-aid: The applications in the prescribed form for various types of grants are submitted to the Tehsil Education Officer/Inspectress of Girls Schools in the case of primary and central schools; and to the Provincial Deputy Director of Education or the Deputy Directress(women) in the case of middle, high and higher secondary schools in triplicate by the 1st day of June every year. The inspecting officer concerned inspects the school and submits his report to the next higher officer along with the original application. The grants, in case of elementary schools, are sanctioned by the Director of Education and paid in two instalments through the controlling officers. It is the Education Secretary who sanctions grants for high and higher secondary schools.

Three types of grants are sanctioned to private institutions by the State Government. These are:

- (1) Maintenance grants in the form of (i) block grants for attendance and instructions (ii) staff grants and (iii) hostel grants;
- (2) Building grants for sites and construction; and
- (3) Equipment grants.

Block grants are based on the average attendance recorded on two surprise visits made in the course of a year. The full rate of grant per pupil in average attendance is given below:

Table III

Rate of Per Pupil Grant

Type of School	Anglo-vernacular	Vernacular
1. Lower Primary Department (Classes I-III)	Rs. 3/-	Rs. 3/-
2. Upper Primary Department (Classes IV-V)	Rs. 12/-	Rs. 6/-
3. Middle Department (Classes VI-VIII)	Rs. 24/-	Rs. 12/-
4. High/Higher Secondary Schools	Rs. 30/-	-

The staff grant is sanctioned for trained and certified teachers whose work is satisfactory subject to the condition that total amount of grant may not exceed 1/3 of the salaries of trained teachers satisfying the departmental rules regarding their pay and number of posts. Maintenance grants not exceeding three fourth of the excess of the approved expenditure over the receipts from boarder's fees are made for hostels provided that the average number of boarders for the proceeding 12 months has not been less than 8 in rural areas and 12 in urban institutions. Other conditions like sanitation and sufficient accommodation should also be satisfactory.

Building and equipment grants are paid at the rate of 50 per cent of the total approved expenditure subject to the availability of funds.

In any case the total grant for maintenance of a school including all aid from public revenues towards expenditure of the school should not exceed three-fourth of the excess of approved expenditure on tuition over the income from tuition fee and endowments.

Fees and Funds.- As stated earlier, the education upto post-graduate level is free in the State Private schools also do not charge tuition fees. They however, raise funds by way of subscription and donation. The games, red cross and other students' funds are also charged in government as well as private schools.

Inspection and Supervision.- The inspection and supervision of all government and aided higher, multipurpose and high schools is the responsibility of the Provincial Deputy Directors/ Directresses of Education. The inspection is conducted single-handed though rarely a district inspector of schools is also associated. The inspecting officer is accompanied by a superintendent or a camp clerk, who assists him in checking the accounts books and other records. The number of secondary schools under each deputy director is approximately 200 whereas under each deputy directress about 40. They are expected to inspect 75 per cent of the schools under their charge but the task is impossible for the deputy directors as well as deputy directresses as number of schools with the former is very high and the area is very large

with the latter as the girls' schools are not situated in the compact area. The problem of conveyance adds to the difficulties. Thus, only 50 per cent of the schools are inspected every year. No prescribed proforma is used for inspection report and the follow-up action is checked only at the time of next inspection.

ELEMENTARY EDUCATION

Pattern: As stated earlier, elementary schools include middle schools upto VIII class, central schools upto VII class and primary schools upto class V. First external examination at the provincial level is held by a board after class VIII. In some districts, the examination after Class V is organised by the District Inspector of Schools. The syllabi and text-books are prescribed by the State Government. All text-books of elementary schools have been nationalized.

Managements: There are only a few elementary schools managed by private agencies. The grant-in-aid rules for elementary schools are the same as discussed under 'Secondary Education'. Most of the schools are managed by the State Government and local bodies have no hand at all.

Progress: There has been considerable expansion in facilities for elementary education during the post-independence period. The number of elementary schools rose to 5,493 during 1964-65 as against 1,393 during 1947-48. It is estimated that 75 per cent of the boys of elementary school going age are in schools by this time. The State Government has planned to achieve the target of 100 per cent enrolment of the age-groups 6-11 and 11-14 by 1976 and 1986 respectively.

Compulsory Education: The State has not enacted Compulsory Education Act so far. Among the major hurdles for promulgating compulsory education are: mountainous terrain, under-developed means of transport, social customs and prejudices, non-availability of trained and qualified staff, and inadequate financial resources. Though there is no compulsory education yet education is free for all. This is an achievement in itself.

Basic Education

Jammu and Kashmir was, perhaps, one of the first few states that started opening basic schools. In 1939, two basic schools and a training school (basic) were set up in the cities of Srinagar and Jammu. By 1945, the princely State had two basic training schools and 152 basic schools. Since then the State has made vigorous efforts to reorient its schools on basic lines by introducing craft activities in as many schools as possible. Model basic schools and activity schools have been set up in all tehsils. Two supervisors for basic education have also been appointed.

School Buildings: There has been a paucity of school buildings through out the State through all these years. In rural areas though land is available, the cost of construction is relatively high. Socio-economic backwardness and climatic conditions of the region are two other factors that have come in the way of construction of proper and adequate school buildings.

Inspection and Supervision: The District Inspector of Schools is the chief inspecting and supervisory officer for boys' elementary schools who is assisted by a number of tehsil education officers. The Deputy Directress (women) at the province level is assisted by the inspectresses of girls' schools. The Tehsil Education Officer/Inspectress of Girls' Schools is primarily responsible for the inspection of elementary (primary and middle) schools in his/her area. The Tehsil Education Officer/Inspectress of Girls Schools is expected to have a reasonable number of elementary schools so that he/she is able to supervise instructional work and administer them efficiently. However, the number of schools under their charge is on average about 110 in case of a tehsil education officer and 85 in case of an inspectress of girls' schools. The latter has much larger area under her charge as compared with the former. They are expected to visit every school at least once a year for full inspection and pay as many surprise visits as possible.

The inspection of primary and middle schools is carried out single-handed by an inspecting officer who has to inspect administrative as well as instructional aspects of schools. Usually not more than a day is spent in an elementary school as they have also to devote a lot of time on administrative matters at their offices. Inspection reports are prepared and sent to the head of the school and to the District Inspector of Schools in case of boys and to the Deputy Directress (women) in case of girls' schools for information and necessary action. The first inspection of aided schools is to be completed by the 1st of October, every year as required under grant-in-aid rules. No prescribed proforma is used for reporting inspection.

TRAINING OF TEACHERS

The training of teachers has sufficiently advanced in the State. Approximately 50 per cent of the teachers are trained today.

Matriculation is the minimum qualification for admission to a training school and the course is of a year's duration. The State has fourteen training schools eight in Kashmir province and six in Jammu Province. There are two government teachers' colleges - one at Jammu and the other at Srinagar. While the principal of Government Teachers' College, Jammu is the administrative head of the teacher training schools of his region, his counterpart controls the training schools of Kashmir.

Secondary teachers are trained in both these training colleges. In addition, a private teachers' college has been established in Srinagar recently. The Jammu and Kashmir University has also set up its own Department of Education, which imparts instruction for the M.Ed.

The Plans for the development of Teachers' College, Srinagar are on the arrival. A new building is under construction and the institution has two-demonstration schools of its own.

THE SERVICE CONDITIONS OF TEACHERS

The procedure of recruitment, appointment and other service conditions of teachers vary with the managing agencies of the schools. Appointment of teachers, headmasters and other staff in schools under the Central Government is made under the procedure laid down. They enjoy all facilities and privileges of Central Government employees and their service conditions are governed by the Central Government Rules. The Teachers working in the schools managed by the State Government are appointed by the District Inspector of Schools/the Provincial Deputy Directress (women) out of the approved list of teacher candidates which is prepared on the provincial basis after advertising the vacancies on district and tehsil basis by the district inspector of schools and Tehsil Education Officer/Inspectress of Girls' Schools. Applications received in response to the advertisements are screened and consolidated first at tehsil level then at district level and finally at the provincial level. The Candidates are interviewed at tehsil level initially. Once a list is approved by the Director of Education in the case of boys and by the Educational Advisor in the case of girls, appointments are offered by the competent authority as defined in Government Orders. Employees in these schools are treated at par with other State government employees and enjoy all benefits of pension, gratuity, provident fund, leave etc.

Appointment of teachers and other staff in schools under recognised private managements are recruited and appointed by the managing committee of the school. All recognised managements have one departmental representative on their managing committees. Employees in these schools enjoy state approved pay scales and contributory provident fund benefits.

Continued

APPRAISAL

Education is gradually progressing in Jammu & Kashmir, and one of the remarkable features of the State is the provision of free education right from the elementary upto the university stage. This has yet to be achieved by other States in this country.

There are, however, a number of administrative weaknesses inspite of the fact that there is one single minister responsible for various aspects of education. He looks after Education as well as Planning. But the designation 'Educational Adviser' is misleading, as this officer is more or less the Director of Collegiate Education and has no advisory capacity. One fails to understand how education of girls at the school stage is under his care. School education, whether for boys and girls, should be under the control of one single officer. Administration can be really effective, provided there is unity of control in the same phase of activity. Thus the Director of Education should be in charge of entire school education, whether for boys or for girls. Even 'Text-books' should be under his control, since school instruction is based on text-books.

There is again duality of control in the field of teacher education. Under the existing conditions, while the training colleges are under the Educational Adviser, the training schools are administered by the Director of Education. The training schools are further supervised by principals of government training colleges who are under the Adviser. Thus there is confusion and overlapping of efforts.

A better arrangement will perhaps be to place the two government training colleges located at Jammu and Srinagar under the Director of Education. The principals of these two institutions can continue to supervise the training schools situated in their respective areas. According to the measure suggested, they will be responsible to the Director of Education. This will also introduce integration in the field of teacher education, as the entire programme of professional preparation of teachers will be under one head.

There is another argument for not placing the training colleges under the Educational Adviser. It may be noted that training colleges have a closer connection with the school system rather than with college education. The staff of teachers' colleges should be in living touch with the problems of school life, if the training of their students is to be realistic. In fact, this personnel should be interchangeable with the inspecting and school staff.

Integration is also necessary in the administration of school education. At present, there are two different streams for school administration - one for boys' education and the other for girls' education. This results in duplication of the administrative machinery, since two separate chain-work of administrative staff are needed.

A desirable step will be to combine both the branches, and to have a common staff inspecting schools for boys as well as of girls. It may be noted that instruction at the school stage is becoming very technical, and the professional and academic attainment of teachers is gradually rising due to the rise of higher secondary schools. There are generally three areas

of knowledge- languages, social studies and science. It will not be possible for a single inspector to give proper guidance in all the three fields, since he may be a specialist in only one field.

It will, therefore, be desirable to put an administrative unit under an inspectorate of three persons specialising in the three fields as indicated. One of the inspectors should be the Chief Inspector, and another a lady paying attention to her special subject as well as to the needs of girls' education.

The headquarters staff of the Director of Education needs further strengthening. There should be at least two deputy directors of education - one for secondary education and the other for elementary education. If the school education for boys and girls is combined, there need be only two deputy directors at the regional level - one at Srinagar and the other at Jammu. There are four such posts at present - two for the education of boys and two for girls. Thus the two superfluous posts can be transferred at the headquarters.

The State's experiment of creating higher secondary schools is proving costly. There are 42 such institutions, and a number of them have not adequate pupil enrolment. It is also found that pupils would prefer to join the preparatory class of a college rather than a higher secondary school. A university certificate commands a better prestige in the eyes of the public. It will be desirable to abolish the higher secondary schools and to continue with the high school education system only. This may be examined in light of the recommendations of the Education Commission.

The constitution of the Board of Secondary Education needs modification. It would be made more democratic giving better representation to school teachers and headmasters. At present, the Board is more or less a department of the university.

Education is free, and private institutions desiring grants are not entitled to charge tuition fees. But these institutions are free to raise donations from students. And they do raise under one pretext or the other. This practice should be discontinued.

Practically all the teacher training institutions are under government. It will be desirable to organise comprehensive teachers colleges at centres where there are two or more training institutions at one place. Jammu as well as Srinagar are such instances. The experiment may be tried at these centres, and the different teacher education institutions should be combined into one so as to form a comprehensive college. This recommendation has been suggested by a number of committees.

Finally, Jammu and Kashmir has a tradition of learning since the dawn of history. The State is more or less a store house of rare manuscripts belonging to ancient and mediæval periods. It will be desirable to set up an Oriental Institute under the University. Financial assistance for this purpose may be available from the University Grants Commission.

APPENDIX-V

<u>Secretariat</u>	<u>Scales of Pay</u>
1. Education Secretary	Rs. 500-1000
2. Educational Adviser	3000-3300
3. Deputy Secretary	500-1000
4. Under Secretary	300-600
5. Officer on Special Duty	500-1000
6. Asstt. Director (Statistics)	250-500
7. Director of Libraries	850-1250
8. Asstt. Director (Res. & Pub.)	450-800
9. Publication Officer (Text Books)	250-500
10. Office Superintendent	200-400
 <u>Directorate of Education</u>	
1. Director of Education	850-1250
2. Deputy Director	500-1000
3. Asstt. Director (Social Welfare and Physical Education)	450-800
4. Educational Survey Officer	300-600
5. Education Code Officer	250-500
6. Officer Incharge Scout Movement	250-500
7. Provincial Supervisors (Social Education)	300-600
8. District Inspectors of Schools	300-600
9. Basic Supervisor	250-500
10. Tehsil Education Officer	250-500
11. Science Consultant	300-600
12. Inspectress of Schools	250-500
 <u>State Institute of Education</u>	
1. Principal-cum-Director (Training)	500-1000
2. Vice Principal	450-800
3. Field Advisers	450-800
4. Research Officers	300-600
5. Junior Research Officers	200-400
 <u>Collegiate Education</u>	
1. Officer on Special Duty	500-1000
2. Principals	500-1000
3. Professors	450-800
4. Lecturers	250-600
5. Phy. Instructors	250-500
 <u>Technical Education</u>	
1. Asstt. Director (Tech. Edu.)	450-800
2. Principal	800-1250
3. Head of the Department	600-1000
4. Workshop Superintendent	400-750
5. Lecturers	300-750
6. Junior Lecturers	200-400
7. Demonstrators	150-300
 <u>Directorate of Libraries and Archives</u>	
1. Director	850-1250
2. Deputy Director, Archivos	450-800
3. Assistant Director, Research	450-800
4. Text Book Publication Officer	250-500
5. Curators	250-500
6. Superintendent, Archives	200-400
7. Librarians	250-500
8. Head Assistant	140-250

APPENDIX-II

DELEGATION OF POWERS

S. No.	Name of Power	To whom delegated	Extent
1.	2.	3.	4.
1.	To make appointments	Major Head of the Deptt. Class I Officers Class II Officers Class III Officers Class IV Officers	All non-gazetted appointments under his control. All posts carrying a salary of and upto Rs.250/-p.m. in the department under him. All post carrying a salary of and upto Rs.200/-p.m. under them in the department All posts carrying a salary of and upto Rs.130/-p.m. in the department under them. All Inferior servants working under them.
2.	Grant all kinds of leave including special disability leave but excluding study leave.	Major Head of the Department Class I Officers Class II Officers Class III Officers Class IV Officers	All Officers, the maximum of whose scale do not exceed Rs.800/- All officers the maximum of whose scale does not exceed Rs.400/- All Officers in his office or in the department under him the maximum of whose pay does not exceed Rs.250/- All Officers under him and in the department maximum of whose pay does exceed Rs.200/- All Officers in his office or in the department under him maximum of whose pay does not exceed Rs.120/-
	To transfer and to order posting of officers excepting those shown in item No.8 Thiers Schedule of the J&K Govt. Business rule	Class I Officers Class II Officers Class III Officers	All Officers in the scales of pay the maximum of which does not exceed Rs.600/- All Officers the maximum of whose pay does not exceed Rs.250/- All Officers the maximum of whose scale does not exceed Rs.120/-

Teachers in Schools

1.	Headmaster, Higher Sec. Schools	300-600
2.	Headmasters, High Schools	250-500
3.	Teachers holding Master's degree	145-350
4.	Commerce Instructors	145-350
5.	Agriculture Instructors	145-350
6.	Trained Graduates	100-280
7.	Special Line Teachers	80-200
8.	Primary School teachers/physical instructors/band instructors	70-180

Class of Officers

Powers

- | | |
|--|---|
| I T.E.O./Inspectresses/
Headmasters/Headmistresses | To sanction one months privilege leave, sick leave and leave without allowance in favour of teachers working in single teacher schools and also maternity leave in favour of lady teachers and to make temporary appointments out of approved list of candidates under intimation to their respective controlling officers. |
| II District Inspectors of
Schools/Principals of Hr.
Secondary Schools. | <ol style="list-style-type: none">1. To make all appointments carrying salary of and upto Rs.120/- p.m. out of the approved list of candidates.2. To make appointments in the leave arrangements of the officials carrying pay upto Rs.130/-p.m. under intimation to respective provincial Dy. Directors of Education.3. To grant all kind of leave including special disability leave, but excluding study leave in respect of all non-gazetted employoes carrying a salary of and upto Rs.200/-p.m. |
| III Provincial Dy. Directors
of Education | To make temporary appointments of trained graduates teachers in the grade of Rs.140-10-280 out of approved list in the leave arrangements not exceeding three months subject to the condition that the lean of the absentee will not be shifted during the leave period without the sanction of the Director of Education. |

Additional Financial Powers

- | | |
|------------------------|---|
| IV District Inspectors | <ol style="list-style-type: none">1. To sanction distribution of contingent and other grants sanctioned both under Normal and Development Budgets for High, Middle, Central Primary Schools and offices of T.E.O. under them.2. To sanction indents of each grant operated upon by the Headmasters of the High Schools and Tehsil Education Officers for the schools under their jurisdiction except payment of sweepers and waterman's allowance.3. To sanction G.P. Fund advances under rules equal to three months pay in the case of all non-gazetted staff working under them in the District. |
|------------------------|---|

4. To transfer posts of teachers Rs.70-180 grade from one primary school to other to rationalize staff under intimation to respective provincial Dy. Directors of Education and Director of Education.
5. To sanction Maktab and Pathshallas allowances in favour of candidates subject to provision of funds in the Budget.
6. To sanction tour programmes of T.E.O. and assistant teachers attached to T.E.C.
7. To countersign T.A., Red. D.C. and White D.C. Bills of High Schools and those of T.E.O. under them.
8. To countersign stationary and forms indents of the High Schools and T.E.O. in his jurisdiction.

Camp Scales

9. To take one clerk Rs.70-130 and one orderly on tour whenever necessary
10. To sanction write off of unserviceable articles covering difference not exceeding Rs.100/- between the cost price and sale proceeds of the article in individual cases and Rs.2000/- in aggregate in a year.

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DOC. No. 3972
Date 24/9/82

