

# R E P O R T

ON THE

REORGANISATION OF THE EDUCATION DEPARTMENT

J & K STATE

NIEPA DC



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*By :*

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Date 07/07/85



## INTRODUCTORY

In the wake of independence there has been a great awakening and upsurge amongst the masses all over the country for more and more educational facilities, J & K being no exception. The thirst for education has reached the farthest corners and, as a result, over the last 25 years there has been a phenomenal increase in the number of educational institutions as well as the number of students and of teachers. The Free Education policy of the J & K State Government, adopted some 20 years ago, provided a fillip to this movement. A comparison of the figures for the years 1951 and 1971 shows that Primary Schools in J & K State have increased five-fold (from 1,115 to 5,373); Middle Schools have increased ten times (from 139 to 1,406); and High/Higher Secondary Schools have also registered a similar multiple, going up from 55 to 577. This rapid increase in the number of institutions has also resulted in an increase of teachers from 4,000 to over 21,000 during the period under reference. But strangely enough, there has not been a corresponding increase in the supervisory staff and the administrative machinery has virtually remained at a standstill with the result that the standards of instruction have not improved. Supervision of schools is spasmodic, irregular and almost perfunctory. Numerous institutions are under-staffed whereas quite a few of them are also over-staffed. There has also been an excessive concentration of powers and responsibilities at the level of the Directorate and the Secretariat. The Department has also to face, not far hence, the challenges of the Fifth Five-Year Plan and to fulfil the constitutional obligation of providing universal education for the age group 6—14. All this has under-lined the urgent necessity of reorganising the J & K Education Department in such a way that it becomes an effective instrument for implementation of the various educational policies and programmes and is able, in particular, to meet the challenges that face it.

The State Government set-up a High Powered Committee under the Chairmanship of the Governor, Shri Bhagwan Sahay, in April, 1972, to advise them on Educational Reform and Reconstruction and the Committee made some pertinent observations on the deficiencies and inadequacies of the existing educational machinery in J & K in the following words (paragraphs 115-116) :—

“A major weakness of the present educational situation in the State is that supervision is extremely inadequate.....There is hardly any machinery to supervise schools effectively, especially at the primary stage. The results have been disastrous.....In view of the tremendous further expansion visualised at the primary and middle school stages, the proper strengthening of the supervisory staff becomes an urgent task of the highest priority. We recommend that this should be attended to immediately as a part of the advance action in 1973-74”.

The Report of the Bhagwan Sahay Committee, which was made available in January, 1973, has taken care of Educational Reform and Reconstruction on the academic side. The organisational reconstruction of the Department was entrusted to me and I started off with this work about the middle of October, 1972. In order to collect certain basic information a Questionnaire was, in the first instance, issued to all field officers at the Provincial, District and Tehsil level and to some selected Heads of High/Higher Secondary Schools. The response has been quite encouraging. An intensive tour of the entire State (including Ladakh) was then undertaken in the course of which some 40 offices and 50 institutions of various categories covering all the District Headquarters and a number of Tehsil Headquarters and other selected places were visited, and frank detailed discussions held with field workers in order to ascertain their present difficulties and their views pertaining to re-organisation. Discussions

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were also held with Headquarters Officers of the Education and other concerned Departments and a number of non-officials who evinced some interest in educational reform.

M/s. Engineers India Limited (A Government of India Consultancy Organisation) were also associated with the working out of the re-organisation proposals. For this purpose, a working team of M/s. EIL from New Delhi visited the Secretariat, Directorate and some of the field offices of the Education Department both at Srinagar, Jammu and in the field for a first hand study of the working of the Department. The tentative proposals worked out by this study team were then discussed with them, on more than one occasion, and the summary of the recommendations made by M/s. EIL, forms an Annexure to this Report.

The Bhagwan Sahay Committee, in its report, laid some broad guidelines for the reorganisation of the Department, including norms for inspection at various levels, and those recommendations have been kept in mind in working out the proposals contained in this Report. Basically, however, this has been a one-man study and subject to the limitations inherent in such a study an effort has been made that the proposals cover, as far as possible, reform in respect of personnel, organisation and procedures.

If the recommendations made in the Report could lead to the revitalisation and streamlining of the working of the Education Department in J & K State, my labours would have been more than amply rewarded.

J. D. SHARMA

Dated Jammu,  
the 7th February, 1973.

## **CHAPTER I**

### **Field Reorganisation District Level & Below**

## CHAPTER I

### FIELD REORGANISATION—DISTRICT LEVEL AND BELOW

#### 1.1 Present set-up

In the present set-up there is a District Education Officer in each District, incharge of boys' education, who has to inspect High Schools. There are nine such officers and the number of schools they have to inspect is more than 500. Below the District Education Officer, there are Tehsil Education Officers, one for each Tehsil, who have to inspect Middle and Primary Schools for boys. There is a parallel organisation, at the Tehsil level, for girls schools which are looked after by Inspectresses each of whom is generally incharge of 2 tehsils. These Inspectresses, like their men counterparts, are expected to look after Middle & Primary Schools for girls. There is, however, no counterpart of the District Education Officer on the women's side. The number of schools under the charge of a Tehsil Education Officer or an Inspectress varies from Tehsil to Tehsil, but on an average each of them has about 120 schools to look after. In a number of cases, particularly on the women's side, the number may exceed even 200.

Above the District level there is a Deputy Director of Education in each Province who inspects Higher Secondary Schools, and Training Schools and a Deputy Directress who performs a similar function in respect of girls' High/Higher Secondary Schools. The District Education Officer, Tehsil Education Officer and the Inspectress of Girls Schools have each their separate offices consisting generally of 3 to 4 ministerial hands.

#### 1.2 Quality of work

From what has been observed during the course of visits to various district and tehsil offices, efficiency at the level of the ministerial staff is at a very low ebb and this is partly due to the inadequate staffing of these offices. In most cases the District and Tehsil Officers are forced to withdraw ministerial and even teaching hands from various schools, lying within their jurisdiction, in order to cope with the volume of work which they are required to handle. All told, the District and Tehsil Offices, barring a few honourable exceptions, generally present a picture of inadequate and in-efficient ministerial staff at the lowest rung, almost equally inefficient supervisory ministerial hands at the middle stage and over-worked or inept officers at the top, all of them combining to present a picture of red-tapism, delay and in-efficiency.

#### 1.3 Need for change and broad out-lines of the new set-up

The need for a change in the existing set-up is thus obvious. The existing system of inspection and control, with tehsil, district and provincial officers looking after various types of schools and with a separate hierarchy for men and women, has become obsolete and ineffective. The need for change has become all the more imperative because of the demands of a welfare State which more than anything else signifies speedy and efficient transaction of Government business, speedy and effective redress of individual complaints or public grievances and an impartial and honest administration always willing to respond to public opinion and needs. The broad outlines of the new set-up at the district level, as

approved in principle by the Bhagwan Sahay Committee, are that the District should be made the strong working unit of educational administration and planning, to be responsible for work relating to all types of schools, ranging from the Primary to the Higher Secondary. The establishment of a strong district unit, in brief, envisages a District Education Officer at the top to be assisted by an adequate number of Deputy Education Officers who would look after all the High/Higher Secondary Schools (and in the case of women, also middle schools) and would operate within comparatively small, well-knit and specified areas of jurisdiction. At least one of these deputies would belong to the women's cadre and the women's work in the district would particularly fall under her charge. At the Tehsil level, there would be a Tehsil Education Officer assisted by an adequate number of Additional Tehsil Education Officers who would look after education upto the middle level (in the case of girls upto primary level). This set-up, at the same time, visualises the amalgamation, for administrative purposes, of the existing separate offices for men and women upto the district level and their replacement by unified single offices, both at the district and tehsil level, adequately and properly staffed. A similar amalgamation is also envisaged at the provincial level about which more would be said later.

#### **1.4 Advantages of the new set-up**

With the proposed strengthening and unification of the district unit, there should not only be an immediate improvement in speed and in efficiency but the quality of work, particularly in the fields of inspection and educational guidance, should also distinctly improve. The one-man show which the district and the tehsil offices present in the current set-up, with all its attendant dis-advantages, would also vanish. Another important impact of this re-organisation would be to reduce the number of complaints and petitions, presently received by the Government or Head of the Department, and that in turn would result in a reduction in the work-load on the inspectorate staff who would consequently be able to devote more time to inspection and educational guidance. A strong district unit of administration presupposes, of course, appropriate delegation of administrative, financial and educational powers in favour of the District/Tehsil Officers who would, as a result, be able to act more effectively and with greater confidence. A single unified office, which will be a viable unit, should further ensure more effective functioning, better co-ordination and maintenance of standards than can ever be achieved by the existing small non-viable units.

#### **1.5 District Education Officer**

In the proposed re-organisation, the District Education Officer is to be the King-pin. He is to be the local head of Beneficent Department Number One and must, therefore, be a man of high academic qualifications, a seasoned educationist. It is proposed to make him the appointing authority for the large bulk of teaching/ministerial personnel placed under his charge——their number would run into hundreds, perhaps thousands——and he would also be the minor punishing authority in respect of some senior personnel. Since he is to control a huge establishment, he must have a flair for administration and a sound knowledge of working of the Department. Being the Public Relations Officer of the Education Department at the district level, he would have to hold his own with the Deputy Commissioner and the other senior district officers. In the fast expanding phase of education, he must have the capacity to press the existing facilities to the maximum use and to maintain the tempo of development in keeping with the people's urges and aspirations and consistent with the resources available. To make a successful head of the District Educational Administration, there must be a happy blending of these qualities in the incumbent.

In short, the District Education Officer in the new set-up, will be the head of a strong district unit of educational administration and his triple function would be inspection, supervision and implementation of Government's Policies in the field. Such an officer, if he is to discharge his multifarious



functions with confidence and ease, must have adequate status. It has already been recommended by the Bhagwan Sahay Committee, that this post should be equivalent to that of the existing Deputy Director of Education and nothing short of that would, indeed, do. Both men and women will, of course, be eligible to occupy the post.

The District Education Officer would be personally incharge of inspection of all Higher Secondary and some High Schools within the District, but otherwise it is proposed to give him a little less than the normal work-load of school inspection, so that he is able to devote sufficient time to supervise the working of his deputies and tehsil officers. He would select some High, Middle and Primary Schools from all over the district for snap inspection to see that standards are being maintained, departmental instructions observed and that each constituent of the district machinery is functioning smoothly and harmoniously. It would also be his responsibility to carry out regular inspection of the Tehsil Education Offices within his jurisdiction, about which more would be said else-where. In short, it is the District Education Officer, who would be answerable to the Department for all matters relating to education in the District at school level. Upon the calibre, imagination and capacity for leadership of this officer, would mostly depend the success of the new bold experiment proposed to be launched in the field of Educational Administration.

#### **1.6 Deputy Educational Officer**

As indicated earlier, each District Education Officer (except in very small units) would be assisted, at the district level, by one or more Deputy Education Officers, who would share the work-load of inspection of High Schools and, in the case of girls, also of middle schools. One of these deputies would invariably be a woman unless the District Education Officer belongs to that sex herself. The number of middle schools for boys being much larger than that of girls, it is proposed that, except where the inaccessibility of area or difficulty of terrain otherwise demands, girls' middle schools may be looked after by the Deputy Education Officer (woman) alongwith the High Schools from the District headquarters while in the case of boys both middle and primary schools would be looked after by the Tehsil Education Officer at the Tehsil level. Higher Secondary Schools for Girls which are very limited in number would be looked after by the Deputy Education Officer (woman) with the assistance of the District Education Officer.

In keeping with the socio-economic conditions and sentiments of the public at large, it is recommended that girls' schools should continue to be inspected by women officers and boys' schools by men officers. So long as co-education is not adopted as the State policy at the secondary stage of education and willingly accepted by the public, the present distinction for purposes of inspection between boys' and girls' schools would, it appears, have to continue. In course of time perhaps this distinction would no longer hold good and, as in the rest of the country, inspecting officers should then be able to visit and inspect all schools lying in their jurisdiction.

#### **1.7 Tehsil Education Officer**

The Tehsil, in the new set-up, would be a replica of the district and the Tehsil Education Officer, who may again be a man or a woman, would be the head of the team consisting of himself, and an adequate number of Additional Tehsil Education Officers. There would be a single unified office at the Tehsil level and while, on the men's side, the tehsil level officers would look after all the boys' middle and primary schools, their women counter-parts would look, by and large, after all girls' primary schools and in far flung and inaccessible areas also after girls' middle schools.

**1.8. Norms of Inspection**

If inspection work has to be effective and purposeful, reasonable norms for inspection have to be laid down at different levels. One of the chief reasons why inspection work, under the present set-up, is in-effective and superficial, is that inspecting officers, both at the tehsil and district level, are required to handle a work-load which is physically impossible for them, to take care of. The Bhagwan Sahay Committee has recommended the following norms at the Secondary and Elementary level and it is proposed, in the new set-up, to adopt these norms as far as possible :—

High/Higher Secondary Schools: 35—40 per inspecting officer.

Primary/Middle Schools: 50—60 per inspecting officer.

Suitable adjustments in the norm would, of course, have to be made where the nature of a particular area or its terrain justifies it.

The total number of inspecting officers at the District and Tehsil level, in the present set-up, is 80 (District Education Officers — 9, Tehsil Education Officers — 42 and Inspectresses of Girls Schools — 29) while on the basis of the above mentioned norms, the number, in the new set-up works out to 165. The district-wise break-up is as follows :—

Sr. No.	District	DEOs	Dy. EOs.		Tehsil/Addl. EOs.
			Men	Women	
<b>Kashmir Province</b>					
1.	Srinagar	...	1	2	20
2.	Anantnag	...	1	1	23
3.	Baramulla	...	1	1	26
4.	Ladakh	...	1	—	7
<b>Jammu Province</b>					
5.	Jammu	...	1	2	15
6.	Doda	...	1	1	14
7.	Udhampur	...	1	1	11
8.	Poonch	...	1	—	4
9.	Rajouri	...	1	1	7
10.	Kathua	...	1	1	12
Total:		...	10	10	139

On the basis of these norms, again, a detailed and thorough study has been done for each district in the State, keeping in view the peculiar topographical and other considerations of each area and the strength of inspecting officers at the district and tehsil level worked out for each unit. The number of inspecting officers that would be required, at various levels, in each district and the jurisdiction and

approximate work-load to be assigned to each of them in the re-organised set-up is reflected in Annexures A-I to A-X. The Tehsil Education Officer and his team would, by and large, be located at the Tehsil Headquarters but in certain cases, for special local reasons, an additional Tehsil Education Officer may be located at the Block Headquarters. Such exceptions which number 10 all over the State have been indicated in these charts where necessary.

### 1.9 Composition and functioning of new District and Tehsil Offices

Since the District Education Office would, in the new set-up, be expected to dispose of a large quantum of work at its own level, which, under the current set-up, is being looked after by the Provincial Office, even the Directorate, the District Office would have to be considerably strengthened and properly staffed. It is recommended that the ministerial strength of the District Education Office should comprise, on an average, one Superintendent, one Head-Clerk, 6 Senior Assistants, 6 Junior Assistants, one Statistical Assistant, one Stenographer for the District Education Officer, one Stenotypist for each Deputy Education Officer, besides two typists, one Receipt Clerk and one Despatch Clerk. In addition there should be the following Class IV Staff :—

Gestetner Operator	...	1
Peons	...	4
Chowkidar	...	1
Sweeper	...	1

The 6 Senior Assistants and 6 Junior Assistants would between themselves form three branches, viz., Establishment, Accounts and General. The Superintendent would be directly incharge of the Establishment branch and overall incharge of the remaining two branches, while the Head-Clerk would be directly incharge of the Accounts and General Branch. One of the Assistants in the General Branch would be incharge of Statistics, and another in the Accounts Branch would discharge the function of Auditor for processing cases of Grant-in-aid to aided schools in particular. The proposed distribution of work as between these three branches is indicated in Annexure-B.

The District Education Officer would, of course, be the Head of the District Office, but it is obvious that with the large number of personnel and institutions under his control it would just not be possible for him to handle this big assignment single-handed. Apart from the supervisory ministerial staff, therefore, the District Education Officer would also be assisted by his Deputy Education Officer(s) in the disposal of office work. It would be necessary for the District Education Officer to so plan his own tour programme and that of his deputies that at least one of them remains at the headquarter at any given time. Suitable delegation of powers would also have to be worked out so that each Deputy Education Officer could dispose of certain matters relating to the work assigned to him/her at his/her own level. The same pattern could be followed at the Tehsil level as between the Tehsil Education Officer and the Additional Tehsil Education Officers. In either case the guiding force should be team spirit, the District Education Officer or the Tehsil Education Officer, as the case may be, taking himself as first amongst equals and not necessarily as the boss.

In view of the quantum of work that is likely to be thrown up at the Tehsil level in the re-organised set up, the ministerial strength of the Tehsil Education Office, should, on an average, be as follows :—

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Head-Clerk	...	1
Senior Assistants	...	3
Junior Assistants	...	3
Accountant	...	1
Stenotypist	...	1
Typist	...	1
Receipt/Despatch Clerk	...	1
Peons	...	3
Chowkidar (whole-time)	...	1
Sweeper (Part-time)	...	1

Where an Additional Tehsil Education Officer is posted by himself at the Block Headquarters, he should be provided, by way of ministerial assistance, with one Senior and One Junior Assistant, One Peon and a Chowkidar-cum-Sweeper.

#### **1.10 Special responsibility of Woman Deputy Education Officer**

In the re-organised set-up a special responsibility would rest on the shoulders of the Woman Deputy Education Officer at the District level (and the Woman Additional Tehsil Education Officer at the tehsil level) in matters relating to establishment etc., particularly where the post of District Education Officer or Tehsil Education Officer is held by a man. This appears necessary in order to instil confidence in the women's cadre and in order to minimise chances of any possible abuse in an administrative set-up in which, for the first time, considerations of sex are being largely done away with. It is in this context that the Woman Deputy Education Officer or her counterpart at the tehsil level would be entrusted with a special responsibility in regard to women personnel working in the District. In practice what this should mean is that cases relating to women, which fall within his purview, should be decided by the District Education Officer only in consultation with the Woman Deputy Education Officer. This would particularly apply to cases which involve punishment and transfer. Women teachers should also have the right of direct access to the Woman Deputy Education Officer.

#### **1.11 Direct correspondence between District Education Officer and the Directorate**

As stated earlier the District, in the reorganised set-up, would be the strong working unit in educational administration. In order to make the functioning of the new experiment effective and successful, it appears necessary that the District Education Officer should be authorised, in quite a large number of cases, to correspond direct with the Directorate. In case this is not done the Provincial link will only tend to act as a bottle-neck, a delaying factor and a hurdle with no counter balancing advantage. An illustrative list of items on which the District Education Officer should be able to correspond direct with the Headquarters office is given below:—

- (1) State Legislature/Parliament questions.
- (2) Establishment/other routine returns.
- (3) Statistics.
- (4) Pension cases of under-graduate teachers (direct with Accountant General also).
- (5) Regularisation of services of teachers.
- (6) Seminars and Refresher Courses.

- (7) Purchase of furniture/equipment.
- (8) Repairs to schools and other minor works.
- (9) Investigation of time-barred claims.
- (10) Red Cross, Scouting etc.
- (11) School functions.
- (12) Write-off of unserviceable articles.
- (13) Audit objections.
- (14) Advances and Loans.

The Joint Director at the Provincial level, would, of course, be kept in the picture in all important matters by endorsing to him a copy of the communication in each such case. The Provincial Officer would also be authorised to call for specific information from the District Education Officer in any particular matter falling within the scope of this list or outside it.

#### **1.12 Periodical Inspection of Offices at various levels**

In order to tone up the working efficiency of field offices and to render close assistance and guidance to field officers it is necessary that there should be a regular, periodical inspection of offices at various levels. Such inspection would also give an opportunity to the inspecting officer to establish direct personal contact with his subordinate officers and thus promote better understanding. Inspection of offices, like inspection of schools, must be properly planned and carried out if it has to serve any useful purpose. With this end in view it is suggested that the programme for periodical inspection at various levels may be on somewhat the following lines :—

##### *(a) Provincial Offices*

The Director of Education or his nominee at the headquarters will inspect both the Provincial offices at least once in a year. In this inspection he will be assisted, where necessary, by the Accounts and Budget Officer posted at the Directorate. These inspections will cover all aspects of office organisation.

##### *(b) District Offices*

The Joint Director at the Provincial level will conduct an inspection of offices of all District Education Officers in the province at least once in a year. In addition, he will inspect, by way of super-check at least ten percent of the offices of Tehsil Education Officers in his area in a year.

##### *(c) Below District Level*

The Education Officer of the District would inspect all Tehsil Education Offices in the District at least once in a year. He may be assisted in this by one of his Deputy Education Officers.

##### *Proforma*

For the guidance of the Inspecting Officers a proforma for office inspection has been devised and may be seen at Annexure-C.

**1.13 Enhancement of T.A., Contingency and other grants**

The allotments for T.A., Stationery, Contingency etc. for the District and Tehsil offices in the existing set-up are woefully inadequate. For instance, the sanctioned grant of stationery, registers and forms etc. for the District Education Office at Jammu (which should be representative of the other offices) is presently Rs. 600/- per annum (Rs. 200/- for Stationery and Rs. 400/- for Forms and Registers) while the grant for postage is Rs. 500/-. These grants get exhausted before almost half the year is out and the District Education Officer has there-after to fall back on his own resources or to beg and borrow from the subordinate and other offices in order to carry on the business for the rest of the year. The suggested grants for the District Education Office under the various heads in the reorganised set-up are as follows :—

Stationery	... Rs. 1,200/-
Registers/Forms	... Rs. 1,500/-
Postage	... Rs. 1,200/-
Contingent grant	... Rs. 2,500/- (against Rs. 1,350/- at present.)
Telephone Charges	... Rs. 1,200/- (Against Rs. 400/- at present.)

The grants for Tehsil Education Offices should also be worked out and fixed on a rational basis.

**1.14 Furniture and Equipment for District/Tehsil Offices**

Our field offices are, at the moment, rather poorly furnished in the matter of furniture, equipment and other gadgets, which go to improve the working efficiency of any such organisation. In the new set-up, it would be absolutely necessary to make good the existing deficiencies. Every district office has a telephone at present but this facility should also be extended to the residence of the District Education Officer. Every Tehsil Education Office should also be provided with a telephone. It should also be necessary to provide each of the District Offices with an electrically operated Gestetner. The manually operated machine which is presently in use in some of these offices will just not be sufficient to cope with the immensely increased work that would have to be handled in each office in the reorganised set-up. A type-writer should also be provided for each of the Stenographer/Steno-typist/Typists recommended for the District/Tehsil Offices. Last but not least, pigeon-holes and other standardized items of furniture and equipment should be provided to each office in adequate quantity.

**1.15 Accommodation**

The question of finding suitable buildings for housing the offices of District and Tehsil Education Officers under the new set-up is bound to present some difficulty. A survey of the existing accommodation arrangements for District/Tehsil offices all over the State has been made in the course of my visits to various Districts. Except for Leh and Poonch these offices are mostly located in privately rented buildings and there is hardly a single office which is not cramped for space. In some cases, the situation is particularly bad inasmuch as besides acute congestion the premises are also unhygienic, ill-ventilated and even structurally unsound. For immediate purposes rented accommodation for most of the new District and Tehsil Education Offices would have to be located but the long range solution of the problem lies in constructing Government buildings for the District and Tehsil Offices under a phased programme. The huge amount presently being spent by way of rent for various offices of the Education Department at District level and below should by itself justify the formulation of an early programme for putting up Government buildings for these offices.

### **Automatic Review**

In a vastly expanding Department, like the Education Department, it becomes necessary to make a provision for automatic review of the strength of Inspecting Officers and of ministerial staff at various levels on the basis of approved norms. It is, therefore, proposed that this matter should come up for automatic review every two years, the timing to be so regulated that all cases of upgrading of schools in a particular year are taken into consideration at the time of such a review. The broad rule recommended for this purpose is that whenever the number of schools of a particular category goes beyond the norm laid down for Inspecting Officers of that particular category, additional strength, based on the increase, is provided as a matter of course. It is suggested that the first review, after the re-organisation proposals contained in this Report have been put on the ground, should take place in 1975, immediately after the case for upgrading of schools during that year has been finalized.

#### **1.16 Effective supervision and provision of Government transport**

As stated elsewhere the tehsil level Education Officers are expected to supervise about 50 middle/primary schools each and district level officers some 30 to 40 Secondary schools. In either case the Inspecting Officer is to be expected to pay a minimum of one surprise visit lasting a few hours and one full-fledged inspection visit of one to two days duration depending upon the size of a School within the course of an academic year. In the course of this inspection the Inspecting Officer would, in particular, carefully assess the work and performance of each and every teacher in the School including the Headmaster and provide professional guidance at the spot. To achieve this objective it is suggested that while the District Education Officer should spend an average of 7 to 10 days/nights out in camp per month, the Deputy Education Officer and the tehsil level Education Officer should have to spend 12 to 15 days. To make the inspection of High/Higher Secondary Schools thorough and purposeful the District Education Officers and the Deputy Education Officers should be enabled to get assistance from the Heads or Lecturers of local or neighbouring Higher Secondary Schools, who could act as subject specialist to supervise the teaching of science, mathematics and other important subjects. A proforma for inspection of schools has already been devised by the Education Directorate and is in vogue and this appears to be comprehensive enough and may therefore be continued to be followed by Inspecting Officers. It would be the duty of each Inspecting Officer not only to record an Inspection Note after every inspection but also to ensure proper follow-up action on such notes. It would be one of the primary responsibilities of the Joint Director at the Provincial level and the District Education Officer to see that inspection of schools at all levels is being carried out regularly and systematically and that the Inspecting Officers do take necessary follow-up action on the notes recorded by them. For this purpose the District Education Officer would have to select, for his own inspection, a few schools falling in the jurisdiction of each of his Deputy and Tehsil Education Officers which incidentally would also serve as a guide and a model to his subordinate Inspecting Officers.

With the increasing demand on the time and energy of field officers, both for inspection as well as administrative work, it has become necessary to provide Government transport to each District Education Officer. It is, therefore, recommended that a Government vehicle should be allocated to each District Education Officer and he should not be dependent for his mobility upon the district pool which he can avail of only nominally if at all. The problem of absentee teachers, which has already gained rather serious proportions, can also be tackled effectively if the District Education Officer and his Deputies can pay frequent surprise visits to schools particularly those situated in remote and inaccessible areas. The small additional cost involved in the provision of Government transport at the district-level would be more than off-set by the results that would be achieved by way of increased efficiency, mobility and effectiveness for the Inspecting Officers.

No separate vehicles are recommended for the Joint Directors at the Provincial level because they can have access to the State Garages and the vehicle proposed to be provided at the district level would also be available to them whenever they go out on tour within their jurisdiction.

In case it is decided for some reason to stagger the provision of vehicles to various Districts, the same may be phased over a couple of years, half of the Districts to be covered during the year 1973-74 and the rest in the year following it.

#### **1.17 Rajouri to be a separate Educational District**

Rajouri and Poonch are separate Revenue Districts but educationally they form one single unit with the District Education Officer headquartered at Poonch. There is enough justification for making Rajouri a fullfledged Educational District on the Revenue pattern. Some of the reasons are :—

- (a) There are certain physical barriers between Poonch and Rajouri (including Bimber Galli and Durangli Nullaha) which occasionally cut off Poonch from Rajouri.
- (b) Most of the schools in Poonch District are away from the highways/roads and the terrain is extremely difficult, in some cases, almost inaccessible.
- (c) Poonch is surrounded by Pakistan occupied area from three sides and from the purely political point of view it is necessary that our educational administration is such that the schools in Poonch area are better looked after and better managed than those across the border.
- (d) Even though the number of high/higher secondary schools in Poonch does not constitute a sufficient work-load for the District Education Officer, he can be given some middle schools in addition, to meet the requirements of the norm.

The matter was discussed with the Deputy Commissioners at Rajouri and Poonch and both of them were of the view that Poonch and Rajouri should be made separate educational districts. The Deputy Commissioner, Rajouri, in particular, was of the view that the educational administration in Rajouri was suffering because the District Educational Officer was posted in Poonch and he could hardly devote any substantial time to the affairs of Rajouri District. Also, the number of schools in Rajouri was sufficient to justify the posting of a wholtime District Education Officer for Rajouri area. If this proposal is accepted, Rajouri would have an independent District Education Officer although the two District Offices would have ministerial staff somewhat below the norm and only in accordance with their actual requirements.

#### **1.18 Special problems of Ladakh District**

Ladakh District which forms a part of Kashmir Province has certain special problems arising out of its location, topography and other local conditions. The educational problems of this area assume a different and an acute shape in view of the geographical impediments. Ladakh consists of three Tehsils viz., Leh, Kargil and Zaskar. The District as a whole remains cut off from the Kashmir Valley for about six months in the year when the Zojila pass gets closed to vehicular traffic. What is still worse is that within the district itself Nobra and Zaskar remain isolated from Leh and Kargil for about six months respectively. A large number of teachers in Ladakh hail from the valley and they are none too happy to be posted in this remote area of the State notwithstanding the additional allow-



ance which this posting entitles them to. Within Ladakh itself, Kargil tehsil, as compared to Leh presents a picture of still greater backwardness, the local population, particularly the "Aghas", being opposed to co-education even at the Primary level. I spent about one week in Ladakh District during the month of October, 1972 and had occasion to discuss the local problems and difficulties with both officials and non-officials. Some of the major problems of the area, with suggested solutions, may be stated as follows :—

- (a) Experience has shown that no backward area can shed its backwardness and be brought up to the level of the so-called developed areas unless the local talent is trained and harnessed to play an effective role in the various fields of activities. This applies to Ladakh as much as to any other under-developed area in the country. Persons from the valley who are deputed to serve in Ladakh on short-term basis, unwilling and home-sick as most of them are, can never bring to bear that passionate involvement in the discharge of their duties which alone can yield the desired results.

A similar situation arose in the pre-reorganised Punjab in relation to Lahaul and Spiti District which, in topography, terrain and the quality of its people resembles, by and large, Ladakh in J & K. The problem was solved and solved in a very effective manner by what may be called "The Manali Experiment" and there is no reason why a similar experiment in Ladakh should not bring about equally good results. The Punjab Government converted the High School at Manali into a Boarding House School and reserved some 150 seats for boys and girls from Lahaul and Spiti, who were given free tuition, free boarding and lodging, free books and clothing and a small monthly pocket allowance. These seats were reserved from Class V upwards. In a matter of 10 years, the experiment yielded rich dividends, inasmuch as local talent in all fields was developed, replaced the deputationists from outside and took charge of schools, hospitals and other governmental activities, thus making dependence upon out-side help a thing of the past.

Nobra Block in Leh Tehsil and Zanskar in Kargil are areas which should be exposed to such treatment immediately by strengthening the existing High Schools at Leh and Kargil and by providing Boarding House facilities in each of them. To start with, about 50 seats may be earmarked for each of these areas and the experiment may be given a trial for 5 years initially. Depending upon the results, it may be extended for another 5 years, if necessary, after which it should not be necessary to continue it any longer. I have no doubt in my mind that when the results of this experiment are on the ground, the existing situation in which the majority of the schools in these areas are either understaffed or manned by under-matriculate teachers, will give place to properly staffed and properly manned schools. The financial implications of the scheme can be worked out in detail but, for purposes of estimation, it may be stated that the expenditure for 50 seats (50 for Nobra in Leh and 50 for Zanskar in Kargil) should work out to approximately Rs. 10,000 non-recurring and Rs. 49,450/- recurring per annum (or say Rs. 60,000/- p.a.). Broad details of the expenditure are contained in Annexure 'D'.

The broad out-lines of the scheme have been informally discussed with the Development Commissioner, Ladakh and the Chairman and Vice Chairman of the Ladakh Development Board and all three of them have endorsed it. The scheme could easily be dovetailed into the Ladakh Annual Plan for the year 1973-74 and could earn substantial central assistance.

- (b) Kargil Tehsil, because of its distance and comparative inaccessibility from the district headquarters should be headed by an Additional District Education Officer, who though administratively under the over-all control of District Education Officer, Leh, should have enough delegated authority to enable him to carry on the day-to-day work without over-dependence on Leh.
- (c) Jeeps should be provided both at Leh & Kargil.
- (d) Suitable arrangements should be made for the teaching of Hindi in the Schools at Leh and Kargil, particularly for the children of officials liable to transfer and the population of the plains. Arabic Teachers may also be appointed in Kargil as Bodhi Teachers have been in Leh for ensuring better enrolment.
- (e) The atmosphere for spread of education in this backward region, particularly in Kargil Tehsil, has now come to exist and it needs to be exploited by special enrolment drives and other incentives like free supply of books at the Primary level.
- (f) Text Books/stationery should be made available in adequate number/quantity latest by end of October each year so that studies do not suffer for lack of the same. Road traffic between Srinagar and Kargil remains closed from about end of October to end of May.
- (g) Students from Ladakh going to Srinagar for B.Ed. training should be given stipends like their counterparts going in for B.A./M.A.
- (h) Special grants for the next 5 years may be made for schools in Ladakh District, particularly for making good the deficiency in furniture and equipment and also for fuel during winter.
- (i) The State Institute of Education should arrange for Refresher Courses for teachers in Ladakh in a big way during the six months that Ladakh remains accessible to the Kashmir Valley by road.
- (j) All the High Schools in the District may be provided with hostel facilities under a phased programme over, say, the next five years.

## **CHAPTER II**

### **Field Reorganisation Provincial Level**

## CHAPTER II

### FIELD REORGANISATION PROVINCIAL LEVEL

#### 2.1 The need for a Provincial Officer

We are launching upon a new bold experiment in the field of educational administration which involves delegation of powers, administrative, financial and educational, on a vast scale to the Education Officer at the District level. The success of this experiment would primarily depend on the calibre, administrative capability and quality of leadership of the District Officer. The very fact, however, that a District Officer with such vast powers and potential for good—or for evil—is being brought into existence, would justify the need for a superior officer, who would be able to provide for effective control and supervision on the one hand and for ready support and guidance on the other. Such supervision, control and guidance cannot possibly be provided by an agency as remotely located as the State Headquarters and this highlights the need for a Regional Officer, who would at once be easily accessible to the District Officer and be in position to bring to bear a detached, dispassionate and experienced mind on the local problems of the area. The need for such an officer is all the more in the peculiar situation in J & K under which the directorate functions for six months at Srinagar and for the remaining six months at Jammu. A Provincial Officer of adequate status and with sufficient delegated authority can ensure that, whether the Directorate functions from the Summer Headquarters or the Winter Headquarters, vital and important educational programmes, in particular, in-service Teachers' Training, functioning of the Teachers Training Institutes, Work experience etc. continue un-disturbed in both regions of the State all along the year.

In the present set-up there is a parallel machinery at the Provincial level, on the men and women's side. In other words, there is a Deputy Director of School Education looking after boys' education and a Deputy Directress looking after girls' education in either province. Following the pattern at the district and the tehsil level, at the provincial level again we need have only one top officer for each province who, as recommended in the Bhagwan Sahay Committee Report, should be of the status of Joint Director. In other words, out of the 4 existing posts of Deputy Directors/Directresses at the Provincial level, two will become surplus in the re-organised set-up while the remaining two will be up-graded to the level of Joint Director. This Provincial level officer would be assisted, in the discharge of his duties, by an officer of Assistant Director level and belonging to the opposite sex.

#### 2.2 Functions of the Provincial Officer

The chief functions of the Provincial level officer in the new set-up would be supervisory, co-ordinating and appellate. These may be spelt out in some greater detail as follows :—

(a) *Supervision over the working at District level and below.*

This would cover both the Administrative and the Educational spheres i.e. a regular inspection of field offices and super-inspection of selected schools.

*(b) Administrative work in respect of Graduate Teachers.*

It has been suggested elsewhere in this report that graduate teachers (in the scale of Rs. 220-500) would be borne on Provincial cadres. In case, this recommendation is accepted, the Provincial level officer would be the appointing authority for such teachers. It would also follow from this arrangement that complaints relating to this category of teachers would normally be disposed of finally at the Provincial level.

*(c) Appellate work.*

The first appeal from the orders to be passed by the District Education Officer in respect of personnel whose appointing authority he would be, would lie with the Provincial Officer. This would relieve the Directorate of a lot of routine work which now keeps it unnecessarily handicapped.

*(d) Co-ordinating functions.*

The Provincial level officer would have to perform an important co-ordinating function in matters like opening, up-grading and conversion of schools, inservice training and refresher courses, sports, execution of major Plan Schemes and implementation of other Government policies in the field.

*(e) Link between the District and the Directorate.*

Finally, a Provincial level officer would act as a link between the districts and the Directorate. He would at once act as the mouthpiece of the districts to the State headquarters and the watchdog of the State Government viz-a-viz the districts.

**2.3 Composition and strength of Provincial office**

*(a) Officers' level*

As at the district level, the new set-up visualises the amalgamation of the offices of Deputy Director/Directress of Education at the provincial level. There would thus be one single unified education office at the provincial level like its counter-part proposed at the district level. At Officers' level in the new provincial set-up it is envisaged that there would be a Joint Director of School Education who would be assisted by one deputy of Assistant Director level. Such an officer, besides sharing some of the administrative responsibilities of the Joint Director, would also be helpful in educational supervision. The existing two posts of Headquarters' Assistants in the Deputy Directors' Offices at Srinagar and Jammu could be slightly upgraded and converted into Assistant Directors' posts. This deputy should be a woman in case the Joint Director is a man and vice-versa. In the net result, therefore, two posts of Deputy Director/Directress at the provincial level would become surplus while the remaining two posts would need to be upgraded to the level of Joint Director.

*(b) Ministerial level*

The major part of the work being done at the provincial level in the current set-up would naturally fall in the jurisdiction of the district offices in the re-organised set-up. Besides supervision and co-ordination and some appellate work, the provincial office would have to deal with a sizeable quantum of work relating to graduate teachers whose appointing authority would be the provincial

Joint Director. Keeping all this in mind, it is suggested that the office of the Joint Director in the new set-up may comprise of the following ministerial staff :—

Superintendent	... 1
Head Clerk	... 1
Senior Assistants	... 6
Junior Assistants	... 6 (including Receipt/Despatch).
Stenographer	... 1
Stenotypist	... 1
Typist	... 1
Gestetner Operator	... 1
Peons	... 3
Chowkidar	... 1
Sweeper	... 1

The strength of the provincial offices would be reviewed, alongwith that of the district offices, some-time in 1975 in the light of the actual working of these offices.

#### 2.4 Subject Specialists

In Western countries the institution of Inspectors in the sense in which it is understood in our country does not exist. Here the Inspector's main job is to inspect schools and to assess the work of teachers. There, the appraisal of the teachers' performance is left to the Headmaster of each institution. In place of Inspectors, they have Supervisors who are subject specialists and whose main assignment is to provide specialist guidance to teachers in their respective subjects, to overcome their difficulties in the instructional sphere and occasionally to help some of the problem teachers. Some such pattern would have to be evolved in our own country too, but this would naturally take some time. The need for providing specialist guidance in certain selected subjects to our school teachers even in the existing set-up, cannot, however be denied. In fact, with the growing emphasis on diversification of educational content and with the introduction of disciplines like New Mathematics, New English and of the Sciences, this matter assumes added importance. The following subjects should, in the first phase, call for this treatment :—

1. Sciences (including General Science)
2. Mathematics
3. Home Science
4. Agriculture
5. Work Experience
6. Languages
7. Guidance and Counselling
8. Physical Education.

It may not be possible, for reasons of limited financial resources, to make a start with these subjects all at a time, but the more important from amongst these subjects could be taken up straight-away and subject specialists provided for them at the Provincial level. The subject specialists would, in the proposed set-up, work not as independent entities but as a part and parcel of the provincial organisation. As to their broad functioning, these specialists would normally move as a team and visit schools, where-ever possible, in collaboration with the district inspecting agency. Over and above this, they would act on their own to provide individual guidance to teachers where necessary or called for in order to improve teaching in their respective subjects. The subject specialists could also be associated with the purchase of equipment for schools.

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## **CHAPTER III**

# **Reorganisation of the Directorate and Its Role in the New Set-Up**



## CHAPTER III

### 3.1

#### REORGANISATION OF THE DIRECTORATE; ITS ROLE IN THE NEW SET-UP

The Directorate of Education is, at present, rather poorly staffed, particularly at the Officers' level and still more poorly organised. For instance, the Director of Education is supposed to look only after boys' education while the Girls' education is the responsibility of the Joint Director (Women's Education) who, in actual practice, functions almost independently of the Director. The work relating to Higher Education is looked after by the Additional Secretary (Education) who has no liaison with the Director of Education and very little with the Secretary Education. Within the Directorate itself there are certain units which function more or less independently of the Directorate, almost like wheels within wheels. The Bhagwan Sahay Committee has made certain vital recommendations for the re-organisation and restructuring of the Educational system in the State and the Fifth Five Year Plan itself would throw up big challenges which call for a strong, well knit organisational unit which can function boldly, effectively and imaginatively. All this indicates the urgent need for the strengthening and re-organisation of the Education Directorate so that the large programme of educational transformation, improvement of standards and expansion of facilities, which has to be taken in hand almost immediately, could be implemented speedily and satisfactorily. There is also little justification to continue the existing arrangement under which boys' and girls' education is separated into water-tight compartments and looked after by officers who work almost independently of each other.

The State Board of School Education also needs to be reconstituted and suitably strengthened so that it could effectively discharge the enhanced functions and responsibilities assigned to it in the Bhagwan Sahay Committee Report.

In the light of these observations, a proposal for the re-organisation of the Education Directorate has been worked out and is reflected in the organisational chart which forms Annexure 'E' to this report.

In the new set-up the administrative device adopted has been the creation of more than one pyramid. Officers at the top of the new pyramid are 4 Directors, supervised by an Education Commissioner. The whole work has been distributed amongst these top officers. These officers have also been given Deputy Directors and Assistant Directors to assist them in the efficient and effective discharge of their functions. Suitable delegation of powers would have to be worked out all along the line so that there is no unnecessary concentration at any particular level. The distribution of work amongst the various branches would also have to be rationalized. The Chart at Annexure 'E' may be read subject to the following foot-notes :—

- (a) Care has been taken to ensure that the various activities which the Education Directorate is supposed to look after are properly covered.
- (b) In order to streamline the working under the proposed set-up and to obviate unnecessary delays, there should be a Single File System as between the Education Commissioner and the Directorate subject to a few exceptions e.g. establishment' cases apticularly those

involving punishment etc. The broad outlines of this system could be worked out in due course.

- (c) If the Directors in the proposed set-up have to feed the Education Commissioner/Education Minister under the Single File System the strength of the Secretariat could admit of some pruning, but this should wait for, say, three months until after the proposed set-up has actually been put on the ground.
- (d) The proposal in hand takes into account only the staff at Officers' level i.e. upto Assistant Director or equivalent grade. The strengthening of the ministerial staff required under the proposed set-up would have to be worked out separately.
- (e) It is envisaged that the Education Commissioner alongwith the 4 Directors in the proposed setup would between themselves form a Policy and Management Committee and would meet at regular, frequent intervals to sort out and review matters of mutual interest. They would also collectively act as Policy Advisory Committee to the Education Minister.
- (f) As would be seen from the Organisational chart, the proposed reorganisation of the Directorate does not involve any substantial increase in staff at the Officers' level. Against the 20 posts asked for in the new set-up, as many as 17 (equivalent or slightly lower) already exist. There has, however, been a major regrouping and re-alignment of various posts so as to create a well-knit, homogeneous Headquarters' unit.

### **3.2 Role of Directorate**

The chief role of the Directorate, as its very name indicates, should be to guide, advise and direct the field offices. In order to play its role effectively, the Directorate must be properly and scientifically equipped with certain basic data. Various returns have been prescribed by the Department which are filled in and submitted by subordinate offices, but proper use is not being made of the material which is thus collected at the headquarters. The result is that the headquarters is constantly, sometimes even vexatiously, calling for information from the subordinate offices which has perhaps already been supplied by them. The need for setting up a properly staffed and equipped record unit in the Directorate is, therefore, an obvious and urgent necessity. A Committee of selected Officers, drawn from the headquarters as well as the field, could, in the first instance, examine the existing returns and revise and add to them, where necessary, so that the requisite material is scientifically compiled in the field and properly tabulated and processed in the headquarters. Information thus collected could be tabulated at the headquarters and arranged both horizontally as well as vertically. For instance, in respect of colleges separate files would be maintained in respect of each institution under various heads, e.g. staff, enrolment, examination results, buildings, library, hostel, etc. etc. which would give a self-contained picture for each institution conveniently and separately. This would meet the requirements of vertical record keeping. On the horizontal side information could be tabulated and arranged in such a way that, for instance, one file would contain information in respect of enrolment of all institutions in the State, another file for buildings and so on. Some mechanical devices and gadgets could also be pressed into service, to make the working of the record section efficient and effective. To illustrate, separate cabinets could be ear-marked for separate institutions or likewise for separate subjects, each cabinet to be properly labelled so that no difficulty is experienced in locating a particular piece of information readily and easily.

On the basis of the information thus collected at the headquarters, suitable extracts should be prepared from time to time which would give the vital information almost at a glance. This would help in not only watching trends in certain specified matters but also suggest lines of future development and help in taking policy decisions.

### **3.3 Compendium of Instructions**

As is generally done in the Income Tax Department and in some of the Universities, booklets of instructions containing Do's and Don'ts for various categories of personnel in respect of matters, financial, administrative, academic etc. should be prepared by the directorate and supplied to headquarters as well as field officers, so that this not only helps the existing incumbents in the proper discharge of their duties and functions but also provides ready instruction to others who may have to handle a particular assignment for the first time. These booklets, once issued, should be brought upto date from time to time and after inviting suggestions from the concerned sources. This work was done in the Punjab a few years ago in the wake of reorganisation of their Education Department and proved of immense help to officers/other personnel at all levels.

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## **CHAPTER IV**

### **Delegation of Powers**

## CHAPTER IV

### 4.1

### DELEGATION OF POWERS

The sine qua non for the efficient working of any administrative machinery is suitable decentralisation of powers and functions, the officer at the spot being made more and more responsible and competent to finalise matters at his level. In the new set-up it is proposed that the District should be the main unit of educational administration. As such the District Education Officer should be made the appointing (also dismissing) authority in respect of all under-graduate teachers, including women teachers, (in the proposed scale of Rs. 125-300) who would form District Cadres. He would also be competent to inflict major punishment on and to transfer such teachers within the District. Down below at the Tehsil level, the Tehsil Education Officer should be competent to inflict minor punishment (including with-holding of increment and stoppage at efficiency bar, if any) upon such teachers and to transfer them within his jurisdiction. Graduate teachers who would constitute a Provincial Cadre should be made amenable to the discipline and control of the Joint Director at the Provincial level who should be the appointing and dismissing authority in respect of this category, empowered to inflict major punishments and to order inter-district transfers within the Province. The District Education Officers should, on the analogy of the under-graduate teachers, be authorised to inflict minor punishment on the trained graduate teachers and to transfer them within the District.

The Lecturers and Headmasters/Principals of High/Higher Secondary Schools would constitute a State cadre. The postings and transfers, crossing of efficiency bar and punishment in respect of Lecturers may well be in the domain of the Director of Education. Similar powers in respect of Heads of High/Higher Secondary Schools, may, however, vest in the State Government—to be exercised in consultation with the State Public Service Commission where necessary.

Besides the above mentioned administrative powers, some liberalization of financial powers is also called for. There are scores and scores of rent cases here arising out of the constant need to hire private buildings for starting new schools or for housing field offices. The present competence of the District Education Officer is to sanction a rent of upto Rs. 25/- p.m. only and that too after an assessment by the P.W.D., which may take perhaps years to finalise. It would be in the interest of efficiency, if the Tehsil Education Officer is authorised to sanction rent for buildings upto Rs. 50/- p.m., the District Education Officer upto Rs. 100/- p.m. the Provincial Joint Director upto Rs. 150/- p.m. and the Director upto Rs. 250/- p.m. The cases of rent upto Rs. 100/- per month may be finally sanctioned without a reference to P.W.D. provided the rent so sanctioned does not exceed the prevalent market rent for comparable buildings. Some liberalisation of financial powers in respect of competence to incur expenditure as also to condemn and write off unserviceable articles is also called for. The present limits are very low, rather restrictive. One of the conditions presently laid down is that the difference between the original price of the goods to be condemned and the sale proceeds should not be more than Rs. 100/-. If 10-broken chairs originally costing Rs. 150/-, for example, cannot fetch Rs. 50/- or more for the useless broken pieces of wood, these cannot be written off. The Tehsil Education Officers and the Heads of High/Higher Secondary Schools should be made competent to condemn articles valued upto Rs. 500/-, District Education Officers upto Rs. 1,000/- and Joint Directors upto Rs. 2,000/-.

Again in this State, the cases of withdrawal of money out of the deposits in General Provident Fund are numerous. The disbursing Officer, whether a Tehsil Education Officer or the Headmaster, should be authorised to allow withdrawal equal to 3 months' pay and the District Education Officer upto 6 months' pay in case of all non-gazatted personnel working under them. Such cases need not go upto the Provincial Joint Director or State Directorate level.

Some re-thinking regarding powers to act as disbursing Officer is also called for, for drawal of salary for the staff of the institutions temporarily without Headmasters. As per present practice, the salary bill for the staff of such institutions is not claimed by the next-in-command who can easily be declared as Drawing and Disbursing Officer even without being appointed/promoted as the Head of the Institution, obviating a shifting of this work to the District Education Officer or the Deputy Director.

It has also been observed that even if a person has been appointed to the post of drawing and disbursing officer, he or she is not always allowed to claim his/her own salary with the result that his/her personal pay bill is got countersigned from the next higher authority. When we can entrust a drawing and disbursing officer withdrawal of salary to the tune of Rs. 50,000/- in respect of hundreds of subordinates, it does not stand to reason as to why we cannot hold him/her responsible enough to claim a few hundred rupees as his/her monthly salary, at his/her own level, thus obviating the necessity of countersigning by the next higher authority.

Since the District Education Officers and the Provincial Joint Directors would be the appointing authority in respect of under-graduate teachers, and the graduate teachers respectively, all cases pertaining to the above two categories of personnel like permission to purchase a house etc. etc. should be disposed of at their level. It follows, therefore, that no case of any type pertaining to the under-graduate teachers would be ordinarily referable to the Joint Director, not to speak of the Directorate, excepting of course, an appeal against punishment or where a relaxation of the normal rules is involved.

There is much unnecessary correspondence even for sanctioning casual leave and other types of leave. All heads of Secondary Institutions should be able to sanction casual leave as due. It follows, therefore, that no casual leave application from Middle, High/Higher Secondary Schools would need to be sent out to the next higher officers. Only in the case of Primary Schools or so-called Central Schools (Primary Schools with additional 6th or 7th Classes) leave applications will have to go to the Tehsil Education Officer. Even in the case of Primary Schools, the head of the complex school could, in due course, be authorised to sanction casual leave upto 3 days, at a time and only a leave application for more than 3 days need to be referred to the Tehsil Education Officer. In short, all disbursing Officers should be competent to sanction all kinds of leave excepting study leave or leave abroad in respect of the staff placed under their charge.

Cases of recognition of and grant-in-aid to privately managed schools should be disposed of upto the middle school level by the District Education Officer and of High and Higher Secondary Schools at the Directorate. Cases relating to change of date of birth, name and parentage should also be disposed of at the District level.

At present there are some restrictions as to the limit of expenditure to be incurred out of the Pupils' Fund (local fund). Each Head of a Secondary Institution should be fully competent to utilise the Pupils' Funds in his school in accordance with the rules prescribed for the purpose. It is suggested, in particular, that erection of a fence (including barbed wire-fencing or even pacca fence) should be a legitimate charge on the Pupils' Funds as also petty repairs to doors, windows, almirahs and desks

etc. In order to be of real service to the institution, the local fund shall have to be suitably increased. At present the rates are too low to afford any positive relief to the students or the school plant.

#### **4.2 Headmaster's Powers**

All heads of Secondary Institutions including Middle Schools should be authorised to allow Casual leave to the members of the staff serving at their school. The Headmasters of High and Higher Secondary Schools, whether gazetted or non-gazetted, act as drawing and disbursing Officers for their staff and should so act even for themselves. They should be competent to allow annual increments to the members of the staff, sanction all kinds of leave to them excepting Study Leave or Leave Abroad or leave which involves relaxation of the Rules. They should be competent to incur expenditure out of the contingent grants to the extent of the grant placed at their disposal during a particular year besides being authorised to condemn and write off goods purchased out of Government grants to the value of Rs. 500/- per annum and articles valuing upto Rs. 1,000/- if purchased out of the local/school funds. They should also be authorised to appoint both part-time and whole-time Class IV employees, such as peons, chowkidars and sweepers as also Under-graduate teachers on temporary basis for a period extending upto 3 months, out of the departmentally-approved list or through the Employment Exchange and in the absence thereof from the open market.

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## **CHAPTER V**

**Cadres**

**Recruitment**

**Service Rules and**

**Training**



## CHAPTER V

### 5.1 CADRES AND SCALES OF TEACHERS & OFFICERS

At present there is a multiplicity of scales and cadres for teachers. The junior-most Matriculate Teachers teaching the lowest Primary classes as also the trained Graduate Teachers have all been placed in the same cadre but in different scales viz., Rs. 80-200, Rs. 200-230, Rs. 125-300, Rs. 140-350, Rs. 150-400, Rs. 150-450, Rs. 200-450, Rs. 150-500 and Rs. 250-500. This has led to a lot of confusion and created unnecessary and avoidable seniority problems. It is proposed that the structure should be rationalised and we may have only three categories of teachers as mentioned below :—

#### (a) JUNIOR TEACHERS

Under-graduates i.e. Matriculates or Higher Secondary with one or two years' teacher training/Art & Craft Teachers/Drawing Masters/Language Teachers including Teachers teaching Classical languages.

They may all be placed in the grade of Rs. 125-300 (Rs. 125-5-200/8-240/10-300), completing the grade in a span of 26 years. 15% of the teachers in this category should be placed in the selection grade of Rs. 250-10-300.

All teachers of the categories mentioned above should fit into this grade of Rs. 125-300. The Art and Craft Teachers/Drawing Masters should be allowed a higher start by the grant of two advance increments and Language Teachers teaching Hindi/Urdu and having passed Honours in Hindi/Urdu should be allowed 3 advance increments while those possessing the qualifications of Honours in Sanskrit viz. Shastri or Honours in Persian or Arabic viz. Munshi Fazil/Maulvi Fazil, and recruited as teachers in these subjects, be allowed a higher start with five advance increments. Selection grade should be allowed to 15% of teachers in each of the above mentioned categories. All such teachers should be borne on District cadres.

#### (b) TRAINED GRADUATE TEACHERS

The trained graduate teachers should form a separate category and would be in a Provincial Cadre transferable from one district to another within the same Province.

They should enjoy the grade of Rs. 220-500, that is, running grade of Rs. 220-10-310/15-400 for 85% of them while 15% would be in the selection grade of Rs. 400-20-500. M. A. teachers who are also trained graduates should be given 3 advance increments thus getting a start of Rs. 250/- in the above grade provided they possess a Master's degree in the subject for which they are recruited and not in any unrelated subject.

#### (c) LECTURERS OF HIGHER SECONDARY SCHOOLS

Each Higher Secondary School would have a fixed number of Lecturers' posts, depending upon the number of streams in a particular School. Such Lecturers, who'd be M.As., preferably trained,

should be placed in the scale of Rs. 300-700 with selection grade of Rs. 400-800 for 15% of them. They will be borne on a State Cadre, transferable to any place within the State. There is no reason why Lecturers teaching in Higher Secondary Schools should not be equated, in the matter of emoluments, with their counter-parts in Degree Colleges, who also teach the same level of students, viz. PUC.

(d) *OTHERS*

Headmasters/Headmistresses of High Schools should also be placed in the same grade as Lecturers of Higher Secondary Schools.

Heads of Higher Secondary Schools/Tehsil Education Officers/Deputy Education Officers should be in the grade of Rs. 400-800 as also Assistant Directors. The Additional Tehsil Education Officers would be in the scale of Rs. 300-700.

The District Education Officers should be placed in the grade of	Rs. 700—1100
Deputy Directors in the grade of	Rs. 1000—1200
Joint Directors in the grade of	Rs. 1200—1500
and a Director in the grade of	Rs. 1500—1800

In case these proposals are accepted the following categories of officials would be of equivalent status and inter-changeable with one another. This would provide for flexibility in the matter of postings and transfers and selection of officers for various types of assignments:

*Grade: Rs. 300-700*

Additional Tehsil Education Officers, Lecturers of Higher Secondary Schools and Headmasters of High Schools:

*Grade: Rs. 400-800*

Deputy Education Officers, Tehsil Education Officers, Principals of Higher Secondary Schools and Assistant Directors.

## **5.2 Ministerial Cadres**

According to the information collected from various sources all ministerial personnel working in the Education Directorate and its field offices (including Educational Institutions) are placed in one common cadre. This is the position de jure but de facto the picture is somewhat different. It appears that the ministerial cadre has been bifurcated into college and schools, the latter being further bifurcated into men and women cadres. No authority, legal or administrative, was forthcoming for this bifurcation and it has, indeed, led to a lot of discontent and heartburning amongst certain sections of the ministerial staff, particularly those working in the field offices. A common cadre has some very good features inasmuch as it enables the shifting or picking up of really efficient ministerial hands from one level of office to another and also affords better chances of promotion to the incumbents whose seniority is common. It is, therefore, recommended that the Department should, both de jure and de facto, have one common ministerial cadre and seniority lists be prepared accordingly. The Junior Assistants and Senior Assistants may be placed in District Cadres so that their postings and

transfers are regulated within each District while the Head Assistants and Superintendents may be borne on Provincial and State Cadres respectively which would make them liable to transfer and posting within a Province or the State as the case may be. For the efficient working of the Directorate and other field offices it is also necessary that provision of adequate supervisory ministerial staff is made at each level. A post of Registrar has, therefore, been recommended for the Directorate to which senior Superintendents with good record of service could normally aspire, while each Provincial and District Office should have a Superintendent and each Tehsil Office a Head Assistant to supervise the office working. The Registrar in the Directorate would also act as drawing and disbursing officer for all the ministerial staff placed under his charge, while the posting of Superintendent/Head Assistant in the field offices would help raise their working efficiency to a considerable extent.

### **5.3 Recruitment of District Education Officers**

Under the proposed re-organisation there would be 10 posts of District Education Officers, one for each District and, as recommended by the Bhagwan Sahay Committee, these officers have to be given a proper status and scale of pay which should be comparable to a Deputy Director of Education in the present set-up. The posts of District Education Officers, as pointed out earlier, would be key posts and the success of the new experiment would primarily depend upon the quality of the District Officer. Since the District Education Officer would occupy a pivotal position in the new set-up, it is essential that every possible care is exercised in selecting persons who have the necessary experience, qualifications and calibre to do full justice to the job. Only persons much above the average can be expected to deliver the goods. The District Education Officers would normally be recruited out of the Deputy Education Officers, Tehsil Education Officers or Principals of Higher Secondary Schools on the basis of seniority-cum-merit, but to encourage talent and to introduce fresh blood it should be desirable to recruit a certain percentage direct from the open market. It would be ideal if not more than 50% of these posts are filled in by promotion while the remaining posts are thrown open to direct recruitment. This would ensure not only infusion of new blood into the cadre but also avoid mono-tracks holding the field. As an interim measure, however, the proportion between promotion and direct recruitment may be kept 2 : 1.

As regards the qualifications for direct recruitment it should be enough if the essential qualification is a high University degree in Arts/Science with training qualifications plus adequate practical experience in educational administration. Post-graduates with M.Ed. should, of course, get preference.

The posts of District Education Officers (as also of the Joint Directors at the Provincial level) would, of course, be open to both men as well as women. It is recommended that, to start with, at least one third of the District Education Officers and one out of the two Provincial Joint Directors may be women.

### **5.4 Service Rules, Seniority lists, Education Code**

The Education Department does not appear to have any Service Rules of its own except for Gazetted services and the personnel in the Department are governed by the rules issued from time to time by the General Department of the State Government. Whatever the rules, their working has led to serious legal complications in the recent past when promotions of hundreds of persons working in the Department have been challenged or up-set. In any case, the Education Department being perhaps the biggest employer at the State level, should, like its counterparts in other States, have its own service

rules, separately for gazetted and non-gazetted personnel. The existing state of affairs certainly cannot be allowed to subsist any longer and calls for an immediate change.

Elsewhere, I have suggested separate cadres for under-graduate teachers, post-graduate teachers and lecturers of Higher Secondary Schools, the three being proposed to be District, Provincial and State cadres respectively. In the context of the above proposal, rules shall have to be drawn afresh or atleast revised so as to ensure a firm seniority to every entrant in each of the cadres and to clearly demarcate his prospects of promotion. While framing the service rules under reference, the avenues of promotion, particularly at the higher level, viz., for graduate teachers and post-graduate lecturers, can also be fixed, some being departmentally promoted on seniority-cum-merit basis and some posts could be reserved for direct recruitment laying down the minimum qualifications required in each case. At present even a trained graduate (B.A.B.Ed., B.Sc. B.Ed., M.A.B.Ed.) is allowed to enter in the lowest grade meant for matriculates, may-be with some higher start. The categories are distinctly different, their functions are different and they should each form a separate cadre. The advantage would be that the lowest teacher cadre would be under the control of District Education Officer, the Provincial Cadre of trained graduates would be under the control of the Joint Director, whereas the Higher categories of teachers (M.A., M.Sc. and Headmasters) would constitute a State Cadre—transfers being possible for the above categories within the District, Province and the State respectively.

As stated earlier, there are some special categories of teachers like Language Teachers, Drawing teachers, Domestic Science teachers and Craft teachers, Physical Training Instructors etc. and they shall all fit into the general pattern indicated above viz. in the cadre of under-graduate teachers, of course, forming sorts of special sub-cadres within the above cadre so as to enable them to benefit from the 15% quota of selection-grade posts.

In the context of the above suggestions, seniority lists will have to be maintained district-wise, province-wise and state-wise and that would evidently smoothen the processing of promotion cases for each of these categories. It may not be out of place here to observe that untrained teachers (Matriculates/Graduates) that have to be recruited in the State for want of properly trained personnel shall also have to fit in the above cadres but allowed only the minimum of the pay scale as a fixed salary—the running grade to be made admissible to them only on acquiring the proper training qualifications and their seniority in the cadre also to count from the same date. Here in this State there is a substantial number of graduate trained teachers who still rub shoulders with the under graduate teachers and will be fitted in the higher scales in consonance with the year of their attaining B.Ed. qualification. It is evident that as soon as the categories of under-graduate teachers and graduate teachers are separated, there shall be separate recruitment and separate seniority for the teachers of these categories and a junior under-graduate teacher on being promoted as a trained graduate teacher would relinquish his/her position and seniority in the previous scale. This would certainly lead to a lot of simplification of matters. The category of post-graduate teachers (Lecturers) provided for Higher Secondary Schools deserves special mention. They should constitute a cadre by themselves. They would also be Masters in their subject besides perhaps possessing the B.Ed. training qualification. In fact they should constitute the highest cadre of teachers next in line for promotion to the post of Heads of Higher Secondary Schools, the trained graduates being eligible for promotion to the post of Heads of High Schools. Thereafter chances of promotion as Principals of Higher Secondary Schools should be open both to Heads of High Schools and Lecturers of Higher Secondary Schools on almost pro-rata basis and this should constitute a part of the relevant Service Rules.

The State Education Code is said to have been under revision/preparation for the last several years and numerous officers have handled this exercise with perhaps insignificant out-put year after year. The Directorate Officer entrusted with Planning and re-organisation should also be put to the

job of bringing this Education Code upto date, incorporating inter alia rules for recognition of privately managed schools, grant-in-aid to such schools, rules for scholarships etc. and this assignment could be expected to be completed within six months at the outside.

### 5.5 Training of Teachers and Educational Administrators

In this State mostly untrained under-graduates are recruited as teachers to man our schools. They go on getting their increments for a number of years and have then to cry a halt at a certain stage after which the running grade is admissible to them only on successful completion of the one year's training course. Evidently, opportunities for such training are limited since nearly 40% of junior teachers are still untrained. This state of affairs is not conducive to improving the quality of education at the elementary level. Effective steps should, therefore, be taken to clear the back-log of untrained teachers by adopting an emergency programme on somewhat the following lines :—

- (a) Teachers who have crossed the age of 40 years and have put in more than 15 years of satisfactory service, may be exempted from training but given a short term Refresher Course for one long vacation—Summer or Winter. They should be entitled thereafter to the award of a Teachers' Special Certificate which would put them at par with properly trained and qualified teachers;
- (b) Teachers between 25—40 years of age who have put in more than 5 years of service should be given a short orientation course of 5 months; alternatively the course may be spread over 2 successive long vacations. Having done this, these teachers should also be deemed to be trained for purposes of salary etc;
- (c) Teachers below 25 should be required to undergo the full course of one year;
- (d) Untrained teachers falling in the age group 25 and above may also be allowed, as an alternate, to take the Teachers' Training Examination as private candidates. On successful completion, they should be declared as duly trained teachers and allowed the salary etc. which is enjoyed by the trained teachers. Special correspondence courses can be instituted for the benefit of such teachers.

These recommendations are based, by and large, on those contained in the Bhagwan Sahay Committee Report and should be implemented within the next 3 to 5 years so that the huge back-log of untrained teachers in the Department could be cleared before the Fifth Five Year Plan comes to a close.

Refresher/orientation courses for under-graduate teachers could be run at the Teachers' Training Institutes and similar courses for untrained graduate teachers could be run at the Teachers' Training Colleges during the long vacations.

It is further suggested that for improving the teaching standards of English, a batch of some 40 teachers, preferably those who are trained and possess Master's degree in English, should be sent during the next few years for further training in modern methods and techniques of teaching English to the Regional Institute of English, Chandigarh which conducts every year two regular courses of 4 months each. The brighter lot out of these trainees would, on return, serve as Resource Personnel for further training of our teachers of English, thus initiating a snow-balling process in this vital programme. Our State Institute of Education could in due course look after this programme with the help of the Regional Institute of English, Chandigarh.

Until a few years ago Educational Administration had been looked upon as an extremely simple and straight-forward matter. The Educational Administrator received preparation for his work in the School of Experience. The approach to the whole problem had been nothing but empirical. Such a position is neither tenable nor acceptable in the context of the modern concept of education. It is, therefore, imperative that there should be a specific training programme for Educational Administrators, including District and Deputy Education Officers, Tehsil Education Officers and heads of High/Higher Secondary Schools. Providing training for administrative leadership in education would be a major factor in improving the effectiveness of education as an agency of social and economic progress. Short term courses could be arranged at the State Institute of Education, in the Teachers' Training Colleges and, for the higher categories, the services of the National Staff College in Delhi (formerly called the Asian Institute of Educational Administration and Planning) could also be availed of. These courses will primarily aim at giving training in (a) principles and methods of school administration, with particular reference to current problems and trends in India and other advanced countries, (b) dynamics of human relationship, in particular, effective control of school personnel, (c) inspection and supervision, with particular reference to the nature and scope of inspection, contact with the community etc., (d) Financial and Service Rules and regulations, office procedures, budgeting, educational statistics and Plan implementation. In order to ensure seriousness of purpose there should be an examination at the end of each course. Persons, who, for some reasons, cannot be put through such courses, may be asked, as an alternate, to undergo a departmental examination. This should particularly apply to heads of High/Higher Secondary Schools. The examination may be conducted by the Director of Education with the assistance of the General Department of the State Government.

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## **CHAPTER VI**

### **MISCELLANEOUS RECOMMENDATIONS :-**

- a) **Statistics-Collection of**
- b) **Up-grading of Schools**
- c) **Vocationalization of Education**
- d) **Repairs to School Buildings**
- e) **Streamlining of Purchases**
- f) **Incentives to teachers**
- g) **Clerks for High Schools**

## CHAPTER VI

### 6.1

### STATISTICS—COLLECTION OF

At present there is a Cell for Statistics attached to the Secretariat and another for Survey attached to the Directorate. The Statistical Cell in fact is a part of the State Statistical Department and is fed by the Tehsil, District and Provincial Offices through a cumbersome and time-consuming procedure. It would be but proper to have this unit attached to the Directorate and make it function as a combined Survey and Statistical Unit. The Headquarters Unit shall have to be supplemented by ear-marking an Assistant in each of the District Education Offices who would collect statistics from Heads of High Schools in the District and Tehsil-wise statistics for Primary and Middle Schools from the Tehsil Education Officers and pass the same on to the Central Unit. To avoid delay, the provincial link should be eliminated. Statistics from Higher Secondary Schools and Colleges should be called for direct by the Statistical Unit of the Directorate. The Staff engaged in statistical work should be constantly trained so as to equip them better for their job. Equipment also needs to be augmented by the provision of at least two electronic calculating machines. An immediate task to be entrusted to this unit would be the survey of habitations without schooling facilities, classified not only according to population but also distances from existing schools.

### 6.2 Up-Grading of Schools

Up-grading of schools from Primary to Middle or Middle to the High/Higher Standard is an activity of recurring nature in the Education Department. The community is becoming more and more education conscious and the demand for up-grading of schools, therefore, is ever on the increase. They are at the moment 3,000 odd habitations in the State without educational facilities even of the Primary level, whereas at some other places schools have been opened in very close proximity to one another almost leading to duplication of effort and expenditure. As a matter of principle, up-gradation of schools should be determined by the educational needs of the illaqa and not for any other consideration. Equal opportunity for all calls for a rationalisation of location of all educational institutions and this in turn calls for an immediate educational survey of the State, which should be able to locate as to which areas suffer most from lack of educational facilities. This survey would determine the priorities for up-grading of schools in various areas and it goes without saying that such priorities, determined strictly by educational considerations, should be honoured.

This brings us to the question of additional building and other facilities which much precede the up-grading of a school from one level to the other. There are instances aglore where up-graded schools, even of the high standard, are functioning in 2, 3 or 4 rooms. The standard of instruction imparted in such institutions can better be imagined than described. In fact the head of the institution is continuously harassed by the building problem and could devote little or none of his time to his own job. It is, therefore, recommended that in future although the decision about the up-grading of a school may be taken in advance, actual classes should be started only when adequate additional building arrangements have been made either by Government or by the local community.

Up-gradation of schools, once decided upon, should also be a continuous process. This applies more particularly to the up-grading of middle schools to the High/Higher Standard. It has been



observed that in most cases a middle school is up-graded to the so-called lower high standard by the addition of the 9th class while the addition of the 10th Class may take its own good time. This results in dilution of standards and considerable inconvenience, nay, hardship to the students who have to leave the school at the end of the 9th Class and seek admission elsewhere. This is also the recommendation made by the Bhagwan Sahay Committee.

A practice has been in vogue in this State under which schools are up-graded un-officially by the addition of higher classes but without provision of extra staff which is required to teach these classes. This goes by the name of "Internal Up-grading of Schools" and is done, under orders of departmental officers or higher-ups and appears to have been done in a pretty big way in 1967. During the course of my tours I noticed there were dozens and scores of such internally up-graded schools in almost every district and tehsil. We should cry a halt to the haphazard addition of classes to the existing schools, at will, without providing for additional teachers, not to speak of any additional equipment, furniture or accommodation. This so-called internal up-grading is just thrusting of the burden of additional classes on the over-worked staff of perhaps an already under-staffed school and certainly leads to deterioration of educational standards and wastage and stagnation. "Whatever is worth doing is worth doing well", should also apply to the up-grading of schools. We should immediately have a proper scrutiny of the existing "Internally up-graded Schools" and decide which of them should be regularly up-graded and which should be brought back to their original status as determined by the educational needs of the locality leaving aside all other considerations. Whatever schools are finally selected for regular up-grading should get priority in this matter over any other category of schools and additional staff, building etc. provided at the earliest.

### 6.3 Vocationalisation of Education

Education should, as a measure of High Priority, receive a vocational bias right from the primary classes and the training of hand should proceed side by side with the training of the head and the heart, otherwise we would be producing only a class of educated persons yearning for white collar jobs alone. Ultimately education is bound to be tuned to productivity but at the school stage we should be content if the student is shaken out of his lethargy and realises the dignity of labour. The J & K State can afford ample chances of providing work experience to the students through Agriculture, Horticulture, Sericulture and Wood-work etc. for which the basic needs of land and raw-material can easily be met at not much cost to the Government. At the Primary School level, work experience for the students may be confined to simple activities which may include vegetable and flower growing and allied operations, while agriculture and more sophisticated activities, as described hereafter, should find a place of honour in the curriculum at the secondary level. All Primary Teachers should receive training in Agriculture, Horticulture etc. during their one year of training at the Teachers' Training Institute. For work-experience in Agriculture at Secondary Schools, teachers may have to be trained at Agricultural Polytechnics or Colleges. It is, however, felt that work-experience in agriculture alone should not be the only form of work experience for our students. The complexities of modern life require almost everybody to be a sort of handy-man at his home, able to work in wood and metal and carry out petty repairs to electric appliances and other gadgets so widely used in all homes. The scheme of work-experience should, therefore, include carpentry, smithy and simple electronics in classes, 6th, 7th and 8th respectively and even beyond. In the West almost all Higher Secondary Institutions, not to speak of colleges and Universities, have workshops of their own as an integral part of the educational system where the students can work and even make apparatus on their own including experimental rockets .....facilities which are not available even to University students in our country. The pre-requisite for this type of education, however, is skilful and devoted teachers in adequate numbers for whose training/orientation special arrangements would have to be made. Some of these teachers will have

to be specially trained, for one year at a time, at I.T.I.'s within the State or we could utilize the facilities at Mahalpur Training Centre (Hoshiarpur) in the neighbouring State of Punjab, which has specially been set up to train teachers in work-experience, and includes training in carpentry, smithy and Electronics. By training a batch of one hundred teachers every year we would be able to cover 500 Secondary Schools in the course of the next 5 years. Part-time teachers from amongst village artisans well-versed in local skills and trades, could also be employed in order to supplement the cadre of whole-time teachers. The cost of introduction of work-experience would include the training-period expenses of the teachers besides the pay of their substitutes, provision of workshops and tool kits at the schools where this programme is introduced and contingent grant for raw material especially wood which may not cost much. This work-experience should make the young learner 'technology oriented', give him a mechanical bent of mind, a taste for working with his hands and perhaps an inclination, rather an urge, to become a skilled worker, able to stand on his own in later life by setting up a petty industry requiring dexterous skills. In Japan every house is a miniature factory producing hosiery goods, toys and other gadgets. Kashmir has a climate and resources similar to that of Switzerland which is the home of the watch industry in the world. Perhaps Kashmir could become the Switzerland of the East in this respect. Watch-making and watch-assembling could also be taught to the students as a part of work-experience or as a hobby along with Electronics. Making of scientific instruments which have great value but small bulk could also be encouraged.

It should not be necessary to dilate any further on this topic since it has been dealt with at length in the Bhagwan Sahay Committee Report. It need only be affirmed that the implementation of the programme can brook no delay.

#### **6.4 Repairs to School Buildings**

School buildings all over the State suffer from serious neglect in the matter of maintenance and repairs. The Public Works Department has inadequate funds even to look after buildings owned by Government, while school buildings donated by the Community have none to look after them at all. The P.W.D. has refused to touch such buildings with a pair of tongs for these are not Government property and are not built according to their specifications. The result is that school buildings in general and those built by the community in particular suffer by sheer neglect and unless something is done urgently to set matters right most of these buildings may become unsafe and crumble soon, in fact sooner rather than later. Even if the Public Works Department can be persuaded to take over the buildings donated by the community there would hardly be sufficient funds at any given time to look after the proper maintenance and care of these buildings. The problem, as indicated above, is however, urgent and can brook no delay in finding a solution to it. It is earnestly suggested that a Building Fund be instituted in all schools, the proceeds of which may be used by the head of the institution, in consultation with a local advisory committee, where necessary, on the annual maintenance and petty repairs of the schools complex. A small percentage of the Building Fund thus collected at each school may be placed at the disposal of the District Education Officer to constitute the District Building pool to be utilised at the discretion of the District Education Officer, for special repairs to a school building which may be in urgent need of it and may not have adequate funds of its own. A set of rules would have to be framed to define and lay down, in particular, the objects for which the Building Fund could be utilised, the limitations as to its use at various levels and, like other school funds, it would be subject to periodic audit. The public who enjoy the special advantage of free education for their wards right upto Post Graduate level, should not mind making this small contribution which would result in greater safety and better environment for the young students. It may be worth mentioning, in this context, that as far back as 1950, the Education Reorganisation Committee while briefly touching upon this subject made the following observations :—

“It was felt that the only way to make schools smarter was to repose more trust in local head-masters, and put a small fund at their disposal out of which they could mend furniture and make minor repairs to school buildings. Major repairs should still be done with the sanction of the department.”

This along with most other recommendations made by the Committee, it appears, have remained unimplemented all these years.

It may also be mentioned in passing that a similar problem arose in neighbouring Punjab a few years ago and it was resolved by instituting a Building Fund which currently is in force at the following rates :—

High/Higher Secondary Schools	...	Rs. 4.00 p.a.
Middle Schools	...	Rs. 2.00 p.a.
Primary Schools	...	Re. 1.00 p.a.

These rates, in the context of J & K State, are perhaps a little on the high side. If, therefore, the proposal is accepted, the Building Fund rate in J & K may be somewhat on the following lines :—

High/Higher Secondary Schools	...	Rs. 3.00 p.a.
Middle Schools	...	Re. 1.00 p.a.
Primary Schools	...	Re. 0.50 p.a.

It goes without saying that the Building Fund, if instituted, would be over and above the maintenance grants allocated to the P.W.D. who would continue to look after the annual repairs and major works in respect of Government buildings. At the Directorate level the Assistant Director (Works) who could have a nucleus Engineering Cell under him could provide necessary technical guidance and assistance to the local heads of institutions.

In course of time some of the bigger schools may also be enabled to add a room or two to their campus with the help of the accumulations in the Building Fund.

#### 6.5 Streamlining of Purchases

The Education Department has to purchase articles of equipment, furniture and stationery etc. for its numerous institutions including primary and secondary schools and on account of inadequacy of funds and centralisation of purchases the schools generally suffer. The primary schools, for instance, get the ridiculously low contingent grant of 50 paise per mensem and they are not regularly supplied even attendance registers and much needed chalk-sticks for day today instructional work. It would help improve the situation if the contingent grant to the primary schools is increased to, say, Rs. 5/- per mensem and the Head teacher allowed to purchase attendance registers, chalk sticks, glass tumblers and the like at his own level, even arrange for recaning of the chairs and painting of black-boards. On the above pattern, the contingent grant to middle schools should also be suitably raised, say, to Rs. 10/- per mensem so as to cover purchases of essential furniture items, science material etc. at the level of the school itself. Of course, the standards can be specified and sources prescribed. Only in respect of three or four specified items, however, namely, science apparatus/chemicals, educational maps/charts and library books, school furniture and Tat, we ought to have some organisation at the State/

Provincial level because the purchases during the course of the year are likely to be of the order of several lakhs of rupees. Moreover, standardization is called for to enable the institutions to have goods of satisfactory make, quality and specification. It is proposed in this connection that a State level Committee, coopting experienced science teachers, should draw up lists of science apparatus/chemicals etc. required for middle, high and higher secondary schools, listing the items in all possible details with specifications and quality, and every year, in the beginning of the session, this committee should call for quotations for all these items from standard firms from within and outside the State. Competitive quotations so received should be scrutinized and rates approved for various items for the whole year. Purchases should then be made in bulk at the State/Provincial level for equipping the newly upgraded schools, goods to reach F.O.R. destination or nearest rail or road head. In the case of other high/higher secondary schools the Heads of institutions could themselves place orders, in accordance with their requirements, from the approved sources and at the approved rates. The Stores Purchase Officer, sanctioned for the Directorate under the reorganised set-up, should act as Convenor of the State level Committee. Rates for chemicals needed as replacement by schools could also be approved in the same manner, the sources of supply in this case being normally within the State. A State level committee should similarly be set up for the purchase of educational maps, charts and books etc. in which case approval could be accorded after a proper review under specified procedures. Maps and charts could be scrutinized collectively by an ad-hoc committee, may be with the help of coopted specialists, while books for school libraries should be approved only after these have been reviewed by at least two or three educationists who should certify whether the book is suitable for the students of a particular stage and the material unobjectionable. The books so approved should also be free from inaccuracies, blemishes of language or religious or communal bias or anti-national tinge. The list of books so approved should be circulated to all the institutions, headmasters being free to purchase the books which they actually need, out of the funds at their disposal. The purchase of approved books should not be made obligatory, the approval being a recommendatory one. The heads of institutions may be given more and more initiative and freedom to make choice of good books for their school libraries. All reference books like Dictionaries published by firms of repute e.g. Webster, Oxford University Press, Bhartiya Vidya Bhawan, and maps and atlas by Philips, all Government of India publications, publications of National Book Trust of India, maps by Survey of India and publications by Universities and school Education Boards in the country should be deemed as automatically approved and allowed to be purchased by the institutions at their discretion.

The next important item of purchase is furniture specifications for which should be standardized, the number of items being restricted to as few as possible. Chairs, tables, black-boards, almirahs, benches and long tables may perhaps exhaust the list. Tenders for supply of all these items should be called for every year and rates approved at the State/Provincial level. Several firms including Government Joinery Mills could be approved for the supply of furniture, care being taken not to put a single firm in a monopolistic position of supply. All disbursing officers should be authorised to purchase furniture from the approved firms at the approved rates, it being made incumbent upon them to personally check the supply so as to guarantee conformity to specifications and quality of wood used. As far as possible the items of furniture should be inspected before these are polished.

Another item in general use and usually purchased in bulk for schools is *Tat*. Somehow I am not inclined to favour the use of *Tat* for seating our children on the floor. Firstly, it is not very durable and hardly lasts for more than a single session; secondly, it gets full of dirt and every time it is handled, the dirt and dust contributes to the growth of respiratory and optical diseases, trachoma etc. amongst the young children. *Tat* could be easily replaced by wooden *Patras*, low wooden boards of 18" x 12", elevated only 3 or 4 inches from the ground. Because of the abundant supply of wood in the State, the cost of raw material would not be much. The workmanship being very simple, the cost of the

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product will be low and with introduction of "Work Experience" with carpentry as a constituent part, *Patras* for most of the schools could be easily made by the students themselves. On top of this, this item of furniture is so handy to carry and store and it does not accumulate dirt and dust. As for durability, a *Patra* could last several years and should definitely prove better and more economical than *Tat* in the long run.

### 6.6 Incentives to Teachers

Improvement in the standard of instruction at schools is normally linked with improvement in the academic and professional qualifications of the teaching personnel. An average type Matriculate teacher, who has never thought of improving his qualifications after leaving school cannot be expected to do justice to the teaching of subjects like General Science and Mathematics, not to speak of New Science and New Mathematics. Moreover, with the huge explosion of knowledge, the contents undergoing rapid increase year after year, it is only the highly qualified teachers, who can keep abreast of the times. It is, therefore, but proper that the Department should encourage the teachers constantly to improve their qualifications in fulfilment of our aim of improving the standard of instruction and to that end we should offer incentives to them in recognition of their efforts at self-improvement.

Every untrained teacher who successfully undergoes a teachers' training course automatically gets entitled to the scale meant for trained teachers but we should also recognise, appreciate and encourage an undergraduate teacher who becomes a graduate on his own, a graduate teacher who acquires a Master's degree and a Post-graduate teacher who earns a Doctorate. For an undergraduate teacher, the passing of B.A. examination should entitle him to get two advance increments. A similar advance benefit should accrue to a Graduate teacher if he passes M.A. examination in the subject (or one of the subjects) he is called upon to teach. A social Studies teacher should, for instance, be given these two advance increments for passing M.A. in History, Geography, Political Science or Public Administration and a Hindi or Urdu Teacher for passing M.A. in Hindi/Urdu but not vice versa. In the case of the under-graduate teachers, the most important part of whose teaching is imparting instruction in the languages to the primary students, we should appreciate by award of at least one advance increment if he passes the honours examination in the language concerned, viz., Parbhakar in Hindi, Adibi-Fazil in Urdu etc.

In the course of my informal discussions with teachers all over the State I got the impression that most of them nurse a grievance that while they are promptly punished for poor performance, there is no reward or incentive for good work or improvement of qualifications. By recognizing merit in the manner indicated above we should be doing a good turn to the teaching personnel and raise their morale.

### 6.7 Clerks for High Schools

The majority of High Schools all over the State are without Clerks with the result that the Headmasters have perforce to employ teachers for clerical assistance. This is both degrading as well as wasteful. There is enough ministerial work in each High School to justify the provision of a Clerk. Service Books and various types of registers including Cash Book and Contingent Register have to be maintained, pay bills have to be drawn and there is also some correspondence to be looked after. It is, therefore, recommended that every High School, which does not have a Clerk at present, should be provided with one. In the interest of economy, however, this may be staggered over two or three years. The number of High Schools without Clerks is estimated to be 400. Out of these 200 may be provided with Clerks during 1973-74 and the rest during the year 1974-75.

**“BRAINS TRUST”**

It is a truism that the quality of students will depend upon the quality of educators. In order to keep up and to raise the standard of education in the State, it is essential that we have Teachers and Administrators of proper qualifications, training and talent. The Education Department, of all other Departments of the State Government, should be its “Brains Trust”. We should, therefore, make every possible effort not only to attract more talent in the Education Department, but also create necessary conditions to retain it. For this purpose, not only do the existing grades of pay need to be suitably enhanced, at all levels, but the teachers and the administrators should also be provided more and more opportunities to improve their qualifications, professional skill and efficiency. There are a number of Fellowships or Scholarships annually granted by the Government of India and some foreign agencies and teachers and Administrators in the Department should be encouraged to apply for them, and, when granted, they should be enabled to avail of them with liberal rules of study leave etc. The scope of existing arrangements for personnel of the Education Department to go abroad for advanced studies should also be suitably expanded. A minimum of 5 good teachers/administrators should be sent abroad every year for visiting educational centres in other advanced countries. Coupled with this our teachers and administrators should also be liberally seconded to institutions or agencies within the country itself which organise short or long term courses, workshops, seminars or study circles in various fields of education. Research workers and devoted teachers should also be encouraged to enrol themselves as members of learned societies and conferences of All India status, and freely permitted to participate in their deliberations and meetings so that they can acquire greater maturity, width of outlook and confidence. These contacts, both in India and abroad, are sure to broaden the outlook of the teachers concerned and it will certainly improve the quality of education to be imparted by them.

Teachers in the Department, particularly at the College and Higher Secondary level, should be advanced loans (if not given grants) for buying books to build up their personal libraries and to keep up their interest in their respective fields of knowledge. Funds should also be set aside to give grants to Research Workers for approved Research Projects so that they are able to make their contribution to the field of knowledge and to add to their own professional growth and academic excellence. Any additional funds spent on these lines would yield rich dividends.

The Education Department would, in the final analysis, hold its own not merely by expanding its personnel or offices or by putting up magnificent buildings for its institutions but by the creation of an atmosphere in which more and more talent is attracted to its fold and is tempted to stay on.

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## **FINANCIAL IMPLICATIONS**

## FINANCIAL IMPLICATIONS

### (A) TOTAL ESTIMATED EXPENDITURE ON ACCOUNT OF FIELD OFFICERS AND ESTABLISHMENT IN THE NEW SET UP

S. No.	Posts	Grade	Number of Posts				Total	Estimated Expenditure for 1 year on Pay & Allowances in rupees
			School Level	Tehsil Level	District Level	Provincial Level		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
<b>OFFICERS</b>								
(i)	Joint Directors	850—1,350	—	—	—	2	2	28,752
(ii)	District Education Officers	500—1,100	—	—	10	—	10	1,07,760
(iii)	Deputy Education Officers	300—700	—	—	16	—	16	1,22,496
(iv)	*Assistant Directors	300—700	—	—	—	2	2	15,312
(v)	Tehsil Education Officers	300—700	—	41	—	—	41	3,13,896
(vi)	Additional Tehsil Education Officers	300—600	—	98	—	—	98	7,39,704
<b>Total:—</b>				139	26	4	169	13,27,920

(39)

*Note:—* Expenditure on account of pay and allowances in respect of Officers shown <sup>out</sup> (vi) has been worked out on the existing pay scales.

\*To be attached to Provincial Joint Directors.



(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
<b>ESTABLISHMENT</b>								
(vii)	Superintendents	215—450	—	—	10	2	12	70,992
(viii)	Head Assistants	140—300	—	41	10	2	53	2,42,316
(ix)	Statistical Assistants	140—300	—	—	10	—	10	45,720
(x)	Stenographers	140—300	—	—	10	2	12	54,864
(xi)	Steno-typists	100—220	—	—	16	2	18	63,936
(xii)	Senior Assistants	100—220	—	133	60	12	205	7,28,160
(xiii)	Steno-typists	75—150	—	41	—	—	41	1,22,508
(xiv)	Junior Assistants	75—150	*200	174	80	12	466	12,52,608
(xv)	Typists	75—150	—	41	20	4	65	1,74,720
(xvi)	Gestetner Operators	70—135	—	—	10	2	12	26,928
(xvii)	Class IV	65—85	—	**235	60	10	305	5,18,808
Total from (vii) to (xvii)			200	665	286	48	1199	33,01,560
Grand total from (i) to (xvii)			200	804	312	52	1368	46,29,480

(40)

\*200 High Schools will be provided one Junior Assistant each in 1973-74 and the rest in the following year.

\*\*Includes 41 part-time Sweepers Rs. 50/- per month.

Note:—The expenditure in Col. 9 has been estimated on the basis of the following formula :—

$$\text{No. of months} \left( \frac{\text{Minimum of the scale} + \text{Maximum of the scale}}{2} \right) + \text{Allowances}$$

**(B) EXPENDITURE ON ACCOUNT OF FIELD OFFICERS AND FIELD STAFF IN  
THE EXISTING SET UP**

S.No.	Posts	Grade	Total number at School, Tehsil, District and Provincial Level	Expenditure for 1 year on Pay and Allowances in rupee
(1)	(2)	(3)	(4)	(5)
<b>OFFICERS</b>				
(i)	Deputy Directors	700—1100	2	23,952
(ii)	Deputy Directresses	700—1100	2	23,952
(iii)	District Education Officers	300—700	9	68,964
(iv)	Tehsil Education Officers	300—600	42	3,17,016
(v)	Inspectresses	300—600	29	2,18,392
(vi)	Headquarter Assistants	300—600	2	15,096
Total :—			86	6,67,812
<b>ESTABLISHMENT</b>				
(vii)	Head Assistants	140—300	38	1,73,736
(viii)	Senior Assistants	100—220	85	3,01,920
(ix)	Junior Assistants	75—150	216	5,80,608
(x)	Gestetner Operator	70—135	1	2,244
(xi)	Class IV	65—85	178	3,33,216
Total from (vii) to (xi)			518	13,91,724
Grand Total from (i) to (xi)			604	20,59,536

*Note:—*Strength of the existing staff has been taken from the Budget for 1972-73.

**EXPENDITURE FOR ONE YEAR ON ACCOUNT OF FIELD OFFICERS AND  
ESTABLISHMENT IN THE EXISTING AND NEW SET UP WITH NET  
ADDITIONAL EXPENDITURE**

	<i>In Rupees</i>		
	Expenditure in the existing set up (B)	Expenditure in the new set up (A)	Net Additional expenditure (A) —(B)
Officers	6,67,812	13,27,920	6,60,108
Establishment	13,91,724	33,01,560	19,09,836
Total:—	20,59,536	46,29,480	25,69,944

### ACKNOWLEDGEMENT

In conclusion, I would like to place on record my deep sense of gratitude to all those officers of the Education Department, particularly the District and Provincial Officers and heads of various institutions in the field, who by their ready co-operation and frank exchange of views provided valuable material for this Report. I am beholden, in particular, to Shri Bhagwan Sahay, Governor, Shri N.K. Mukarji, Chief Secretary and Shri J.P. Naik, Educational Advisor, Government of India, who individually as well as collectively, provided valuable guidance from time to time and liberally contributed by way of ideas and suggestions. Thanks are also due to Shri B.S. Verma, Deputy Director, Punjab Education Directorate who helped me in carrying out a part of my field study, and who allowed me freely to draw upon his rich and varied experience as a seasoned educationist. Help, unstinted and spontaneous, also came from a number of my erstwhile colleagues in the Panjab and Haryana Education Departments, their names too numerous to mention.

I should also like to record my thanks to Sarvshri Kamlesh Chand Gupta, my Personal Assistant and Inayatullah, Stenographer, who remained associated with me throughout this study and rendered valuable assistance by their extremely hard work, most of which had to be done against time.

Finally, I would like to express my sense of gratitude to the members of the EIL team from New Delhi, led by Dr. A.C. Singhal, who devoted a lot of their precious time to study the working of the Education Department in the State and provided very useful suggestions for effecting improvement at all levels.

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## ANNEXURES

		Pages
Field Reorganisation District Level & Below (Jurisdiction & work-load)	... A-I—A-X	45—54
District Office Distribution of Work Amongst Branches	... B	55
Office Inspection – Proforma for	... C	56—59
Free Education Scheme for Ladakh Financial Implications	... D	60
Reorganisation of the Directorate – Organisational Chart	... E	61
EIL's Recommendations on study of Educational Administration of J & K	... F	62—65

**EXPLANATORY NOTE REGARDING ANNEXURE A-I TO A-X**

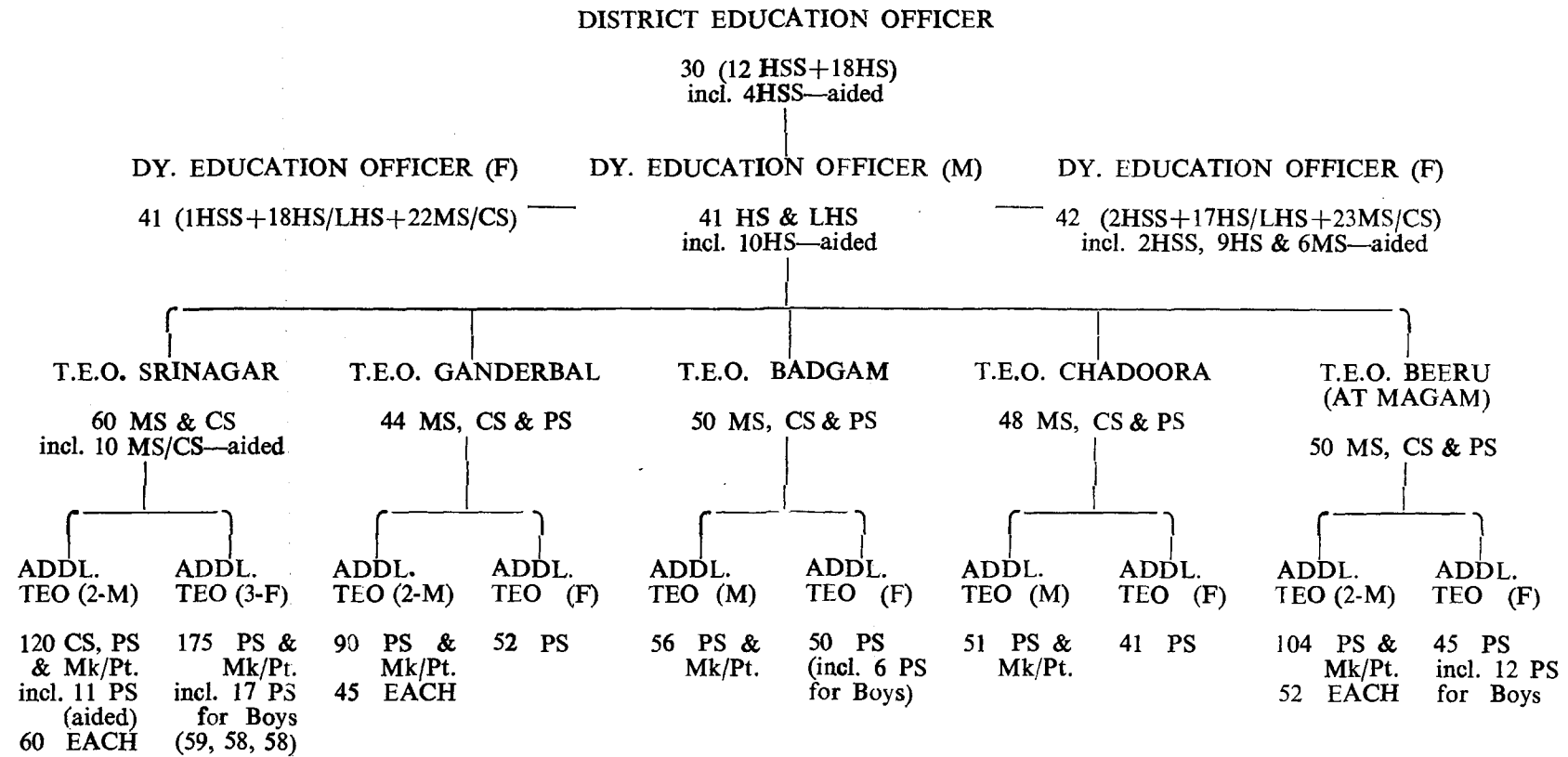
In the reorganised set-up a DEO would be expected to inspect all Higher Secondary and some of the High Schools in the District on his own and to do super inspection of some schools of all categories selected from the jurisdiction of his Deputy Education Officers, Tehsil Education Officers and Additional Tehsil Education Officers. In the case of Higher Secondary Schools for girls the DEO, if he is a man, would take the assistance of the woman Deputy Education Officer. The Deputy Education Officer, if he is a man, would inspect High Schools, placed under his charge and, if she is a woman, High as well as Middle Schools in the District. A Tehsil Education Officer/Additional Tehsil Education Officer would inspect Middle and Primary Schools as well as Maktab/Pathshalas in his jurisdiction and in the case of a woman officer Primary schools by and large. The Tehsil Education Officer would also do some super inspection of middle/primary schools lying in the jurisdiction of his ATEOs. A High School would, for this purpose be inclusive of a Lower High School and a Middle School would include a Central School. A Maktab/Pathshala has been taken as half unit viz-a-viz a Primary School.

The following abbreviations have been used in the Annexures :—

DEO	District Education Officer
Dy. EO	Deputy Education Officer
TEO	Tehsil Education Officer
ATEO	Additional Tehsil Education Officer
HSS	Higher Secondary School
HS	High School
LHS	Lower High School
MS	Middle School
CS	Central School
PS	Primary School
Mk./Pt.	Maktab/Pathshala
M	Male
F	Female

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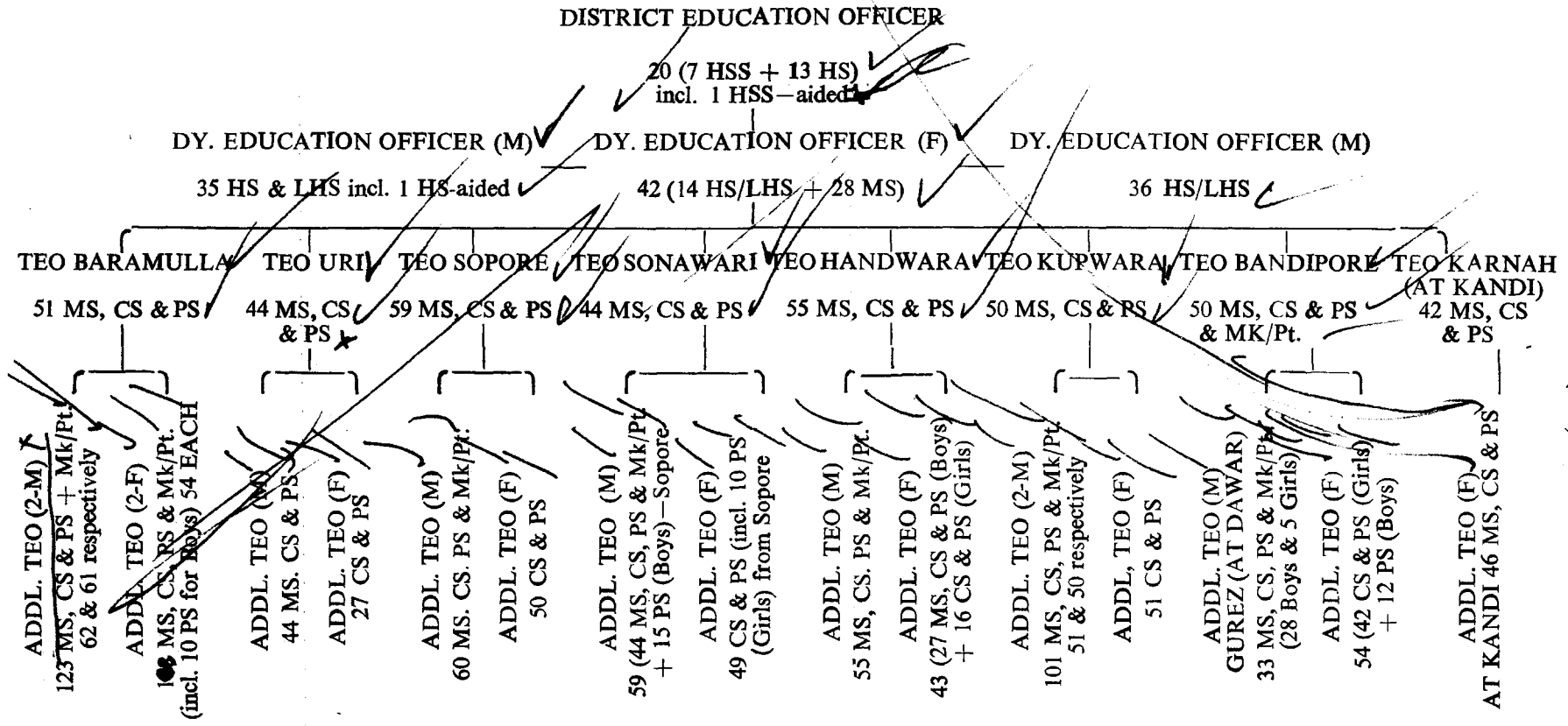
## SRINAGAR DISTRICT



(45)

Note :—To make the work-load more equitable some Primary Schools for Boys from Badgam and Beeru have been given to Addl. T.E.O.s (F).

**BARAMULLA DISTRICT**

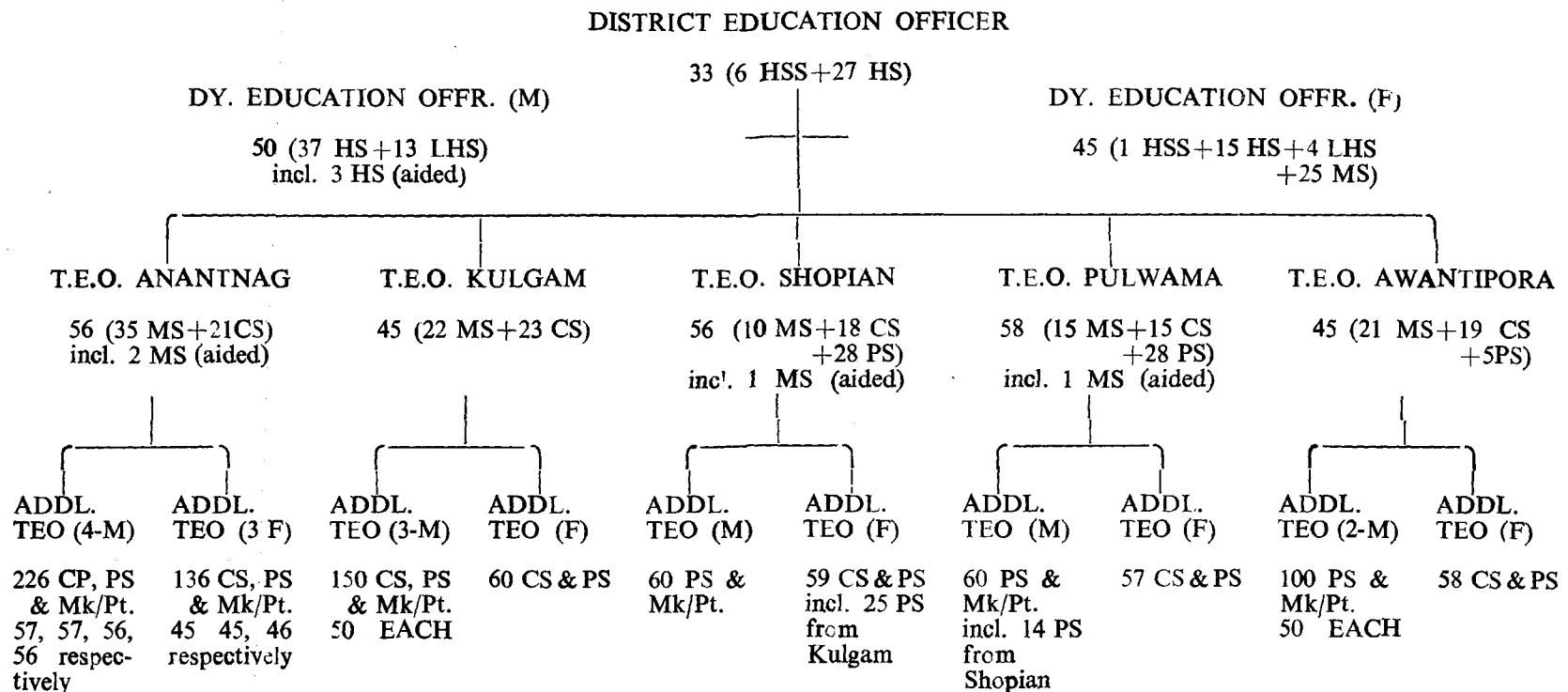


**Note :—In order to keep work-load of various Inspecting Officers within limits :—**

- (i) Central Schools for Girls have been given to Addl. TEOs at Tehsil level ;
- (ii) Some Boys Primary Schools of Bandipore, Baramulla and Handwara have been given to Addl. TEO's (F); and
- (iii) Some Boys and Girls Schools from Sopore have been given to Addl. TEOs (M & F) Sonawari.
- (iv) The headquarters of Addl. TEO (M) Gurez will be at Dawar and of TEO and Addl. TEO (F) Karnah at Kandi.



## ANANTNAG DISTRICT



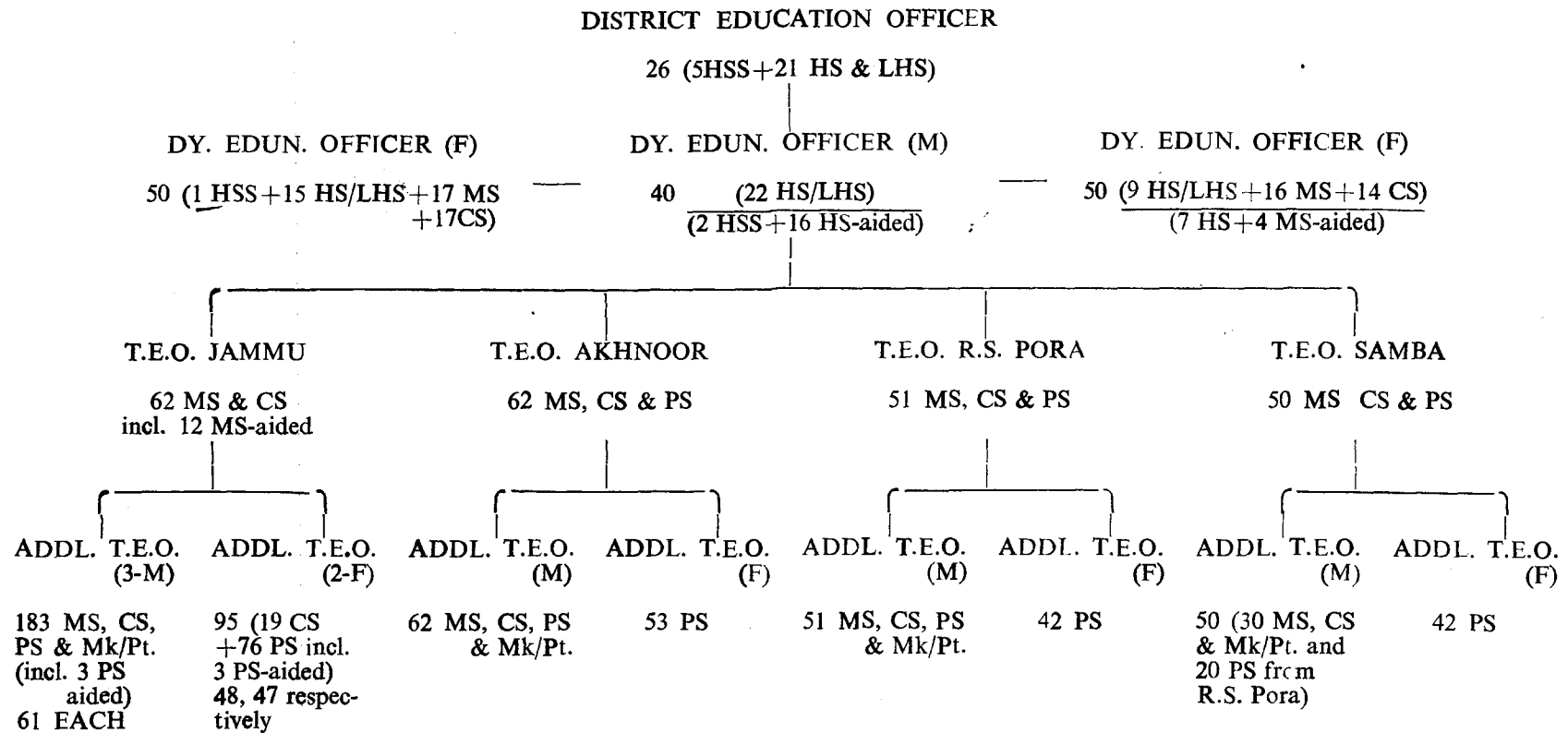
(47)

**Note:—(i)** Central schools for girls have been given to Addl. TEOs at tehsil level-to keep work-load of Dy. Edu. Offr. (F) within reasonable limits.

**(ii)** Some Primary Schools for boys from Shopian have been given to Addl. TEO (M) Pulwama and some Primary Schools for girls from Kulgam given to Addl. TEO (F) Shopian, to keep work-load within reasonable limits.



## JAMMU DISTRICT

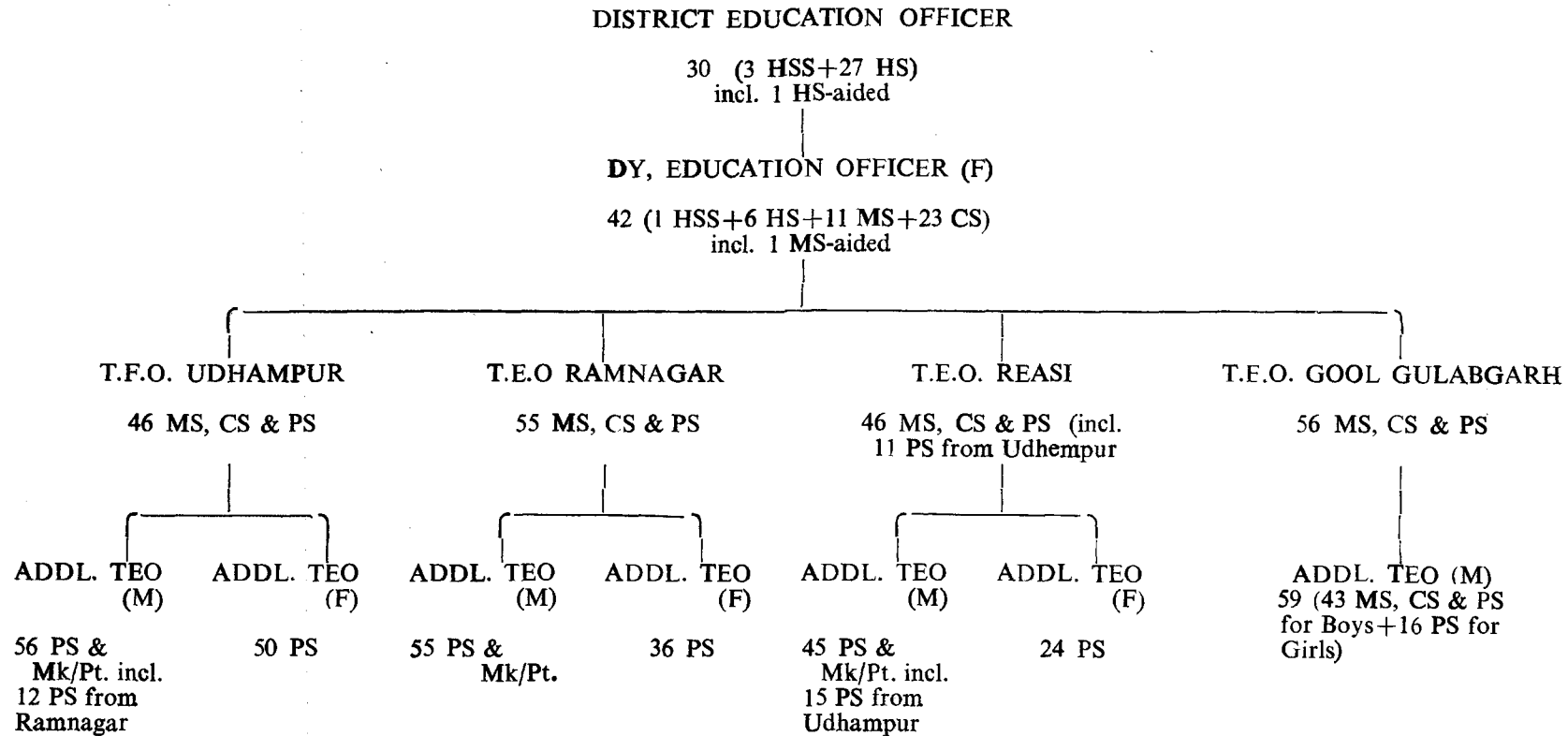


(49)

**Note:—To make the workload more equitable:—**

- (i) central schools (girls) from Jammu Tehsil have been given to Dy. Education Officers (F); and
- (ii) some of the middle/Primary Schools in R.S. Pora (Bishnah Block) have been attached to Samba.

UDHAMPUR DISTRICT

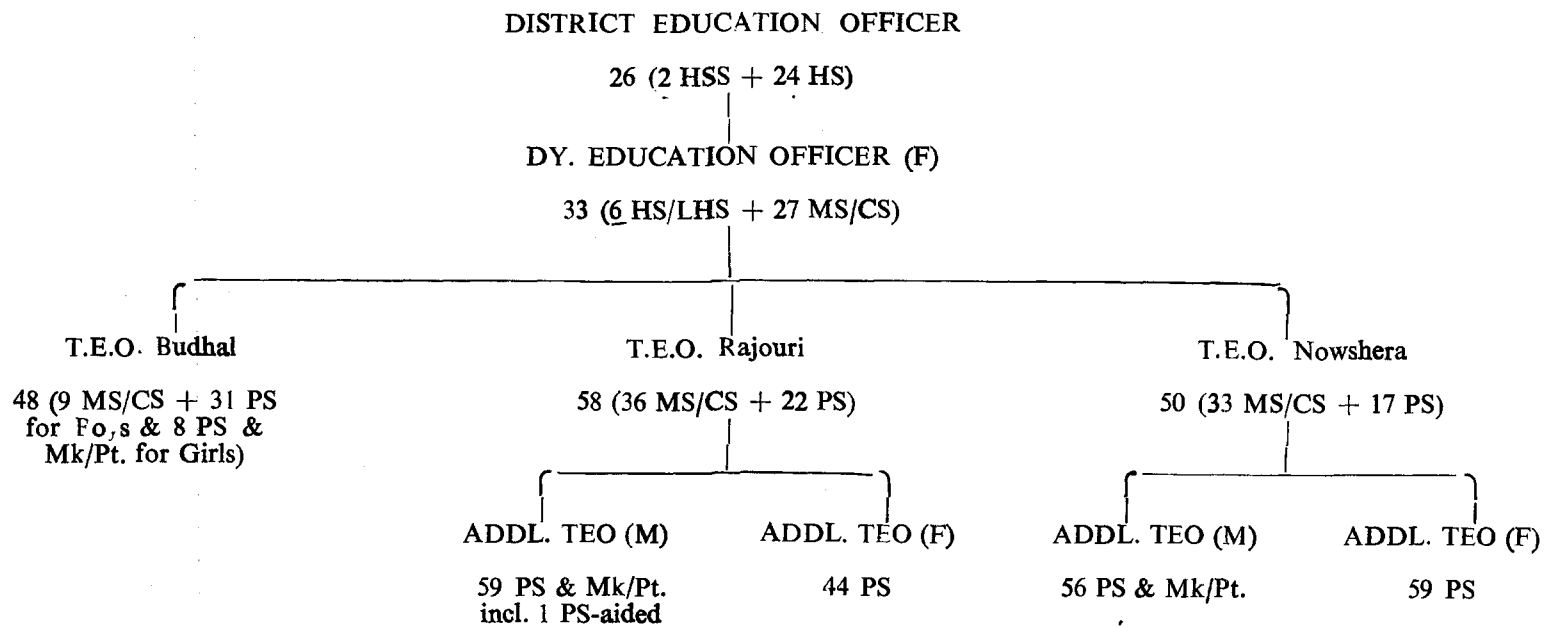


( 50 )

**Note:**—In order to make the distribution of workload equitable some schools of Ramnagar have been attached to Udhampur and some of Udhampur to Reasi.

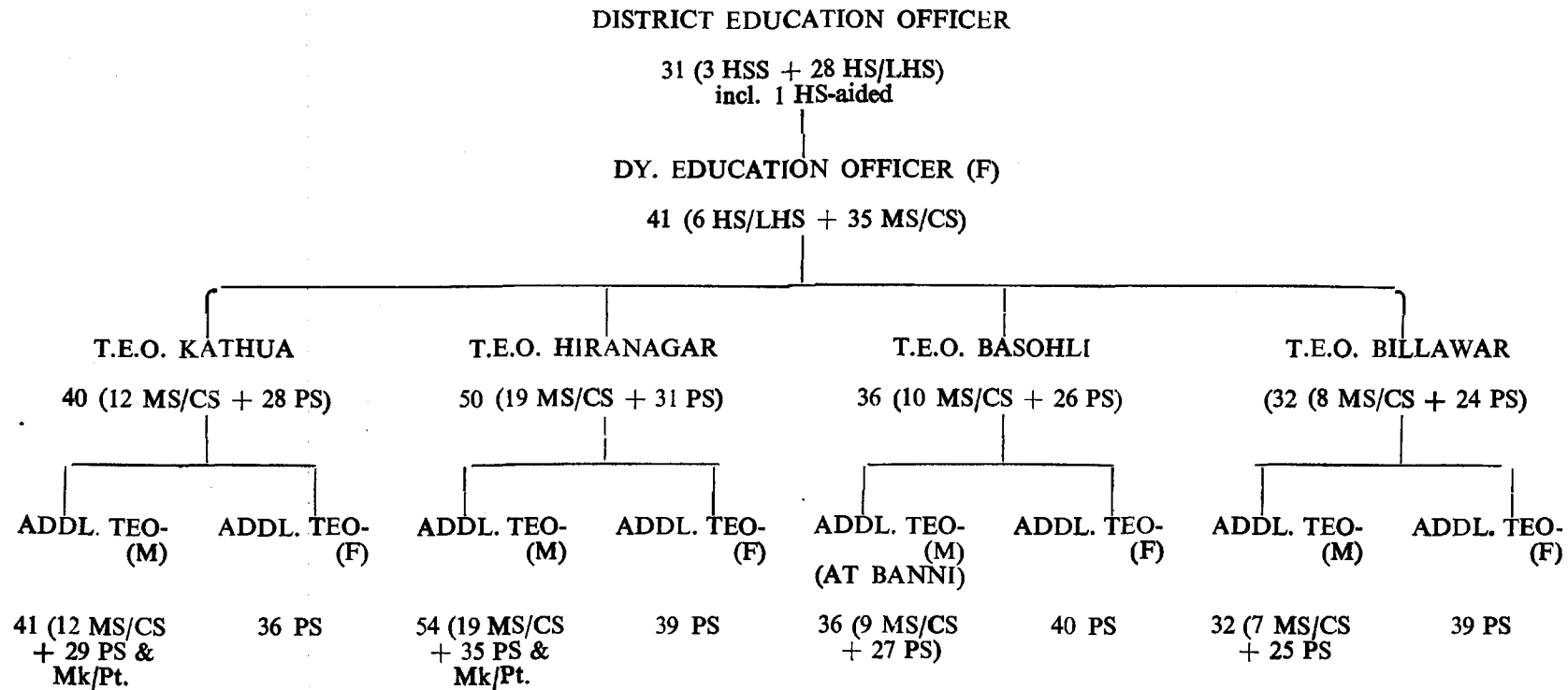


RAJOURI DISTRICT





**KATHUA DISTRICT**



(54)

**Note :—**The Addl. T.E.O. (Male) Basohli should be located at Banni and would look after all the schools situated in the snow-bound area.



I. ESTABLISHMENT BRANCH

- (a) All establishment matters in respect of gazetted/non-gazetted personnel.
- (b) Pension cases.
- (c) Suspension cases.
- (d) Creation of posts.
- (e) Tour programmes.
- (f) Re-organisation and other allied matters.
- (g) Sending of requisitions for staff to Recruitment Board etc.
- (h) Policy cases relating to establishment.

II. ACCOUNTS BRANCH

- (a) Maintenance of Cash Book, Acquittance Rolls and other Registers relating to payment.
- (b) Pay Bills, arrear bills, T.A. bills, Contingent bills etc.
- (c) Grant-in-aid, loans, financial assistance, scholarships and stipends.
- (d) Advances.
- (e) Audit objections.
- (f) Stores and stocks, forms and stationery etc.
- (g) Varification of service, issue of LPC.
- (h) Expenditure, reconciliation and budget statements (including excesses and surrenders).
- (i) Funds in schools.
- (j) G.P. Fund.
- (k) Re-imburement of medical charges.
- (l) Fees & Honorarium.
- (m) All other account matters.

III. GENERAL BRANCH

- (a) Buildings.
  - (b) Acquisition and purchase of land.
  - (c) Elementary and Secondary Education.
  - (d) Youth-welfare programmes and Audio-visual Education.
  - (e) Opening, shifting, closing and upgrading of schools.
  - (f) Physical Education, sports and tournaments, Scouting , Girl guide and other similar programmes.
  - (g) Training, Refresher Courses, Seminars, Conferences etc.
  - (h) University/Secondary Board matters.
  - (i) Work relating to scheduled castes etc.
  - (j) Syllabus/text-books.
  - (k) Vacations.
  - (l) Recognition of schools.
  - (m) All other un-classified items.
-

(OFFICE INSPECTION—PROFORMA FOR)

1.

**Attendance**

(a) Are attendance registers being submitted by Heads of Branches to the Superintendent daily at the appointed time?

(b) Are late arrivals duly entered in the register and accounted for in the casual leave account, where necessary?

(c) Monthly review of late arrivals and action taken against the defaulters.

(d) Attendance on the day of inspection.

2.

**Receipt/Despatch and Issue**

(a) Are the Diary and Despatch Registers being maintained upto date and checked by an officer at least once in a month?

(b) Maintenance of separate registers for references received from Directorate and other higher authorities, as also for telegrams and D.O. letters and the method adopted for watching progress of disposal.

(c) Are all fresh receipts stamped/marked and diarised on the date of receipt?

(d) Quickness in the despatch of letters—daily disposal.

(e) Maintenance of stamp account and its checking by an officer once in a month.

(f) Maintenance of Note Books by the Typists showing daily performance.

3.

**Cash Book**

(a) Is the Cash Book/Contingent Register being maintained properly and upto date and whether it is signed by the officer concerned daily after attestation of individual entries?

(b) Are monthly certificates recorded regarding :—

(i) Physical verification of cash.

(ii) Reconciliation with Treasury.

(c) Actual cash in hand on the day of inspection and whether it tallies with the balance shown in the Cash Book.

(d) Has the person handling cash/stores furnished the requisite security and whether realisation of security by instalments, if any, is being effected regularly?

4.

**Stock, Stores and Stationery etc.**

(a) Are the relevant registers kept upto date and checked by the officer concerned regularly?

(b) Is the physical verification of store-in-hand being carried out as per rules and instructions?

(c) Are the unserviceable articles being written off properly?

- (d) Is the supply of stationery adequate and regular?
- (e) Arrangement for purchase and supply of articles of furniture and other equipment.
- (f) Is the inventory of Government property being maintained uptodate?

5. **Charts of Returns/Statements etc.**

- (a) Are the Branches maintaining charts of Returns/Statements :—
  - (i) to be sent by the office to higher authorities.
  - (ii) to be received from the subordinate offices.

(b) Whether the position is reviewed by the Branch Officer every fortnight/month and adequate follow-up action taken?

6. **Duty Sheet**

Is a duty sheet for each official maintained in the office? If not, how is allocation of duties as between various officials determined?

7. **Disposal of references**

(a) Are the dealing Assistants maintaining note books indicating the disposal of references and whether these note books are checked by the Heads of Branches/Branch Officer?

(b) Whether the list of outstanding cases is exchanged by the office with the higher/subordinate authorities regularly and what is the follow-up action?

(c) Is the working of the system adopted for submission of reminders and other cases on due dates quite effective?

(d) Is an arrear report being prepared, if so, at what intervals?

(e) Are registers being maintained uptodate for Assembly/Council Questions/important references?

(f) Is a register of complaint being maintained and progress watched by an officer assigned this job?

8. **Internal Inspections**

(a) (i) Do the Head of office/Branch Officers inspect the working of the branches of the office internally at fixed intervals?

(ii) Have such inspections proved useful?

(b) Are copies of notes relating to inspection of subordinate offices conducted by Provincial Officer/District Education Officer regularly sent to the next higher authority and whether there is adequate follow-up action?

9. **Audit Objections**

Is the system for disposal of audit objections working satisfactorily and receiving personal attention of the Branch Officer Head of office? If not, how could things be improved?

10. **Service Books and Character Rolls**

Is there a Service Book/Character Roll for each official and are these documents being kept uptodate? Is the Register indicating the opening of Service Book/Character Roll kept uptodate?

11. **Pay fixation and Arrear Pay Bills etc.**

Are there any old outstanding cases of fixation of pay or of arrears and what efforts have so far been made to clear them? Is a constant check kept over such cases?

12. **Touring**

(a) Is touring by officers adequate and well-planned?

(b) What arrangements have been made for work to be looked after in the absence on tour of an officer?

13. **T.A. Check Register**

Is the Register being kept upto date and are all entries duly attested by the officer concerned?

(b) Are T.A. Bills disposed of regularly or there is accumulation and if so, why?

14. **Pensions**

Are pension cases processed automatically and well in time as per prescribed instructions and is the procedure adopted for the purpose working satisfactorily?

15. **Vacancies**

(a) What is the system in vogue for filling up of vacancies of teaching staff?

(b) Are appointments against the vacancies being made on the basis of lists of candidates furnished by the Services Recruitment Board; if not, why not?

16. **Grants**

(a) Are grant papers checked/audited properly and in accordance with Rules?

(b) Is any sample checking done by the Head of office?

17. **Statistics**

Is the system for collection of data working satisfactorily and is it being processed in time?

18. **Plan Implementation**

(a) What steps are taken towards the implementation of Plan Schemes?

(b) Is there sufficient Plan consciousness at all levels and do the persons concerned clearly understand their duties and obligations towards successful implementation of the Plan?

(c) Is any register being maintained to watch progress?

(d) Are the prescribed statements furnished to the quarters concerned punctually?

19. **Budget**

Is the work being carried out efficiently and accurately and is periodic information being furnished regularly and punctually?

20. **Enquiries**

What is the practice followed in handling departmental enquiries?

- (a) Is the procedure laid down in the Civil Services Rules being strictly followed?
- (b) What steps are taken to avoid delay in the disposal of enquiry cases?

21. **Field Inspection**

Is School and other inspection work being carried out regularly and has the performance of officers been up to the mark?

22. **Contribution by officers**

Do officers contribute on office files, particularly on important/complicated cases?

23. **Office upkeep and Record**

- (a) Is the office being kept in a tidy and neat condition?
  - (b) Are regular steps being taken to weed out old record?
  - (c) Is an uptodate index of recorded files kept and whether the files can be easily located?
24. Any other item of interest/importance.
-

**FREE EDUCATION SCHEME FOR LADAKH  
(NOBRA & ZANSKAR)**

*No. of students: 50*

**Charges for the first year (10 months)**

*Recurring expenses*

1. Diet @ Rs. 75/- per student	...	Rs.	37,500
2. Toilet @ Rs. 2/- per student	...	Rs.	1,000
3. (i) Cooks	... 2	} ... Rs.	3,000
(ii) Waterman	... 1		
(iii) Sweeper	... 1		
4. Cold weather charges	...	Rs.	750
5. Text Books @ Rs. 15/- per student	...	Rs.	750
6. Contingencies	...	Rs.	1,000
7. Clothing @ Rs. 75	...	Rs.	3,750
8. Rent for building	...	Rs.	1,200
9. Hostel Superintendents (Male & Female)—Allowance	...	Rs.	500
<b>Total :</b>	...	Rs.	<b>49,450 ... (A)</b>

*Non-recurring*

1. Purchase of Utensils	...	Rs.	1,500
2. Purchase of Beddings	...	Rs.	7,500
3. Purchase of Radio and other recreational items	...	Rs.	1,000
		Rs.	<b>10,000 ... (B)</b>

Total (A & B) ... Rs. 59,450

(say, Rs. 60,000)



## RECOMMENDATIONS OF ENGINEERS INDIA LIMITED

In the light of the observations made in the preceding sections and considering the pros and cons of the various peculiar situations within the State of Jammu & Kashmir, the study team have evolved a set of recommendations which are enumerated in the following paragraphs :—

**1. Changes in the Organisation structure:**

For the effective and efficient functioning of the Education Department, removing the existing hierarchical delays as also the duplicating efforts of various binary sub-organisations, a new organisational structure has been suggested as illustrated in EIL drawing No. 2. The main features of the proposed structure are :

- (i) a unified functioning of the offices of the secretary, additional secretary and Director under one head, that is, under an Education Commissioner.
- (ii) a definite flow of authority at all levels from Education Commissioner to Tehsil Education Officers.
- (iii) a combination (male and female) of field officers for supervising boys and girls schools.
- (iv) a provision to incorporate new cells such as text books and printing, education research, planing, etc. into the system.

**2. Strengthening of District Education Offices:**

A strong district level administration requires a District Education Officer (DEO) assisted by an adequate number of Deputy District Education Officers (DDEO) including a proportionate number of lady DDEO's depending upon the number of girls in the Primary, Middle and High Schools. While the DEO's office would look after all types of schools within its jurisdiction, namely, Higher Secondary, High, Middle and Primary Schools, the DEO would be responsible for the inspection of the Higher Secondary and High Schools only.

- (i) In each District, there would be a number of Tehsil Education Officers (TEO) including at least one lady TEO who would look after all the Middle and Primary Schools. TEO's would also operate the payments within their Tehsil.
- (ii) District Education Officers will have a dual set of functions, viz., (a) Administrative Control over schools and offices within their jurisdiction, and (b) technical functions like inspection, guidance to teachers and improvement in the quality of education. While the functions falling under the second category are of vital consequence and are to be the Primary concern of the officers in-charge, the EIL team's discussions and analysis of questionnaires have revealed that in the present set-up about 75% of the total time is spent on administrative and office work of a routine nature consisting of scrutiny of applications for leave, transfer, grant of increments, advances, signing of pay bills etc.



- (iii) An Administrative Officer of class II status should, therefore, be posted to each District Office so that he may look after the day to day administrative needs of the office. He could be authorised to exercise many of the administrative powers subject to the overall supervision and guidance of the DEO who would be the officer-in-charge. With a view to providing appropriate openings and incentives to the clerical staff, it is felt that the class II posts of Administrative Officers should be filled in by selection from experienced, supervisory clerical staff of the department.
- (iv) In the proposed set up where the DEO is to have a class I status and has to be responsible for all schools within his jurisdiction, it is necessary not only to give wider powers to the DEO but also to authorise him to delegate some of these powers in a clear cut manner to his subordinates so that the time spent by him on activities of lesser importance could be saved.
- (v) The Tehsil Education Officer should maintain upto date charts, maps and data showing the number of schools, location of the schools, number of students and teachers, vacant positions, if any, and all other relevant information for transmission to the statistical cell for quick presentation as and when needed by authorities like Director of Education, Education Commissioner or for the Education Minister for replying to questions in the Assembly.

### **3. Staffing at higher levels:**

For the successful implementation of the proposed reorganisation programme as also the programme recommended by the Sahay Committee, the services of a number of personnel of proven capacity will be required at the higher levels. It might be possible for the J & K Government to requisition the services of specialists from other states or from Central Government on deputation for 2-3 years. During this period, both newly recruited young and experienced officers in J & K Education Department could gain experience under the guidance of these specialists for eventually assuming independent control.

Some of the J & K officers could also be sent out for advanced training of the requisite specialise nature in institutions such as the National Staff College for Educational Planners and Administrators or the National Council of Educational Research and Training.

### **4. Setting up of a Planning Unit and Building Cell:**

Modern administrative practices require systematic analysis and preparation before any new activity is launched. With large sums of money to spend on educational programmes, it is, therefore, necessary to take a series of preparatory steps defining the tasks to be done, time schedule, monetary allocations and detailed execution. Such exhaustive programme preparation would ensure optimum usage of available resources and reveal deficiencies if any in the implementation, so that timely corrective action could be resorted to. Likewise, optimum location of schools, allocation of funds between various demanding proposals and preparation for recruiting, training and other programmes, are of vital importance. It is, therefore, recommended that a Planning Unit at the State level for the Education Department may be set up to systematically look into these factors on a continuing basis.

- (i) An independent research team may also be included in the Planning Unit to undertake research on such spheres as teachers training programme, revising of text books, introduction of new teaching methods and teaching aids, including science kits and allied modern appliances, and for evaluation of educational quality in J & K as compared to other states.
- (ii) A Building Cell, attached to the Education Department too needs to be established for giving technical guidance in the construction and repairs of school buildings and disposal of rent cases. Uniform plans and sketches of school buildings should be drawn up and construction work undertaken accordingly. Building designs should provide for the maximum utilisation of available local materials such as timber, bamboos, bricks, etc. for construction purposes. Special provision of funds should be made annually for the maintenance of the existing buildings constructed through public initiative.

#### 5. Other Observations:

Certain other spheres in which improvements may have to be made are mentioned below :—

##### (i) *Rationalization of grants:*

The grants to schools should be sanctioned on the basis of some practical criteria. An evaluation in terms of the increasing monetary requirements individually for all the schools should be made and grant allocations, as more and more funds are made available, should be decided on a priority basis as revealed in the evaluation, particularly in regard to repairs and maintenance and expansion activities. Special grants should be made to provide jeeps at the District Education Officers' and Tehsil Education Officers' level, as it is found to be very essential for efficient inspection, supervision and control functions.

##### (ii) *Co-education at Primary level:*

The existing difficulties of providing school buildings, inspection and maintenance of separate boys and girls schools and single teacher schools in the hilly and other thinly populated areas, could be minimised by a suitable combination of the schools on a village-wise or region-wise basis and thus introducing co-education at least at the primary level.

##### (iii) *Schools Complexes:*

Schools Complexes consisting of High, Middle and Primary Schools around a specific area may be organised in order to break their isolation and to help them to function as compact co-operative groups with all the attendant advantages. A schools complex may take up common minimum programmes including common plan of work, common examinations, periodical meeting, sharing of libraries, laboratories and other available facilities and could also act as a kind of pay centre.

##### (iv) *Accounting:*

Offices of the DEO, Deputy Directors, etc. have to maintain quite a lot of accounts with

respect to provident fund, pay disbursement, distribution of funds, and so on. It, therefore, seems desirable to have Accountants posted in these field offices with authority to dispose of routine sanctions such as withdrawal of some money from personal provident fund account and the like.

(v) *Modern Office equipments and teaching aids:*

There is the need for having modern office equipments like the duplicating machines, punching machines, staples, slide projectors etc. These may be looked into and at least one duplicating machine may be provided for each DEO's office. It is also desirable that in addition to the supply of maps and charts, games material, agricultural implements and other teaching aids, some of the requisite science materials and science kits for the effective teaching of science in schools, may be made available to the school teachers.

(vi) *Single File System:*

There should be only single files at the Secretarial level, files should move from the upper to lower levels for action and should return to the originator. The Officer in charge of the group concerned should mark the life of the file in terms of the date by which it is to be destroyed. A limit of say, 15 days should be set for taking action on any item.

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