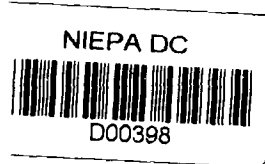


# EDUCATIONAL ADMINISTRATION STUDY

A REPORT SUBMITTED TO  
GOVERNMENT OF JAMMU & KASHMIR

FEBRUARY - 1973



**ENGINEERS INDIA LIMITED**  
NEW DELHI

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Sub. Central Systems Unit,  
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Date.....15/10/82.....

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February 22, 1973

Dear Mr. Sharma:

Sub: Educational administration study  
report for Jammu & Kashmir Govt.


With reference to your letter No. OSD/447/72 dated 19th December, 1972 accepting the consultancy services of Engineers India Ltd. for streamlining the working at various levels of the Education Department of Jammu & Kashmir State, and in response to your further communication No. OSD/557/73 dated 10th February, 1973, I am furnishing herewith 20 copies of the final report. Your comments on our draft copy of the report which was sent to you on February 2, 1973 have been incorporated in the final report. During the study, we examined, reviewed and analysed various relevant literature and held personal discussions with a number of Education Officers in Jammu & Kashmir State and carried out time utilisation study on the basis of questionnaires devised by our Industrial & Systems experts.

The final report contains six sections which provide a summary of the study, a brief introduction, general background of Primary & Secondary education in J&K state, details of the various administrative and organisational problems of the Education Deptt., certain other deficiencies of the present system and a set of recommendations detailing out in depth various steps that are deemed necessary for streamlining the administrative working of the Education Department of the J&K State.

I would like to take this opportunity to thank various Officers of the Jammu & Kashmir Education Department for their excellent co-operation.

Thanking you & with regards,

Yours sincerely,

  
( DR. A.C. SINGHAL )  
MANAGER SYSTEMS SERVICES

Mr. J.D. Sharma,  
I.A.S.  
Officer on Special Duty  
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EDUCATIONAL ADMINISTRATION STUDY  
GOVERNMENT OF JAMMU & KASHMIR

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## 1. THE STUDY IN BRIEF

Education is one of the major problems facing India at present and the J & K State, in particular, is lagging behind other States in their programme of universal education, the literacy rate in J & K being 18.3% as compared to the all India figure of 29.4%.

The process of implementing the education programme has given rise to a complex administrative structure and a multiplicity of authority within the secretariate (a) between Education Secretary and Additional Secretary, (b) between Secretariate and Directorate of Public Instruction and (c) within the Directorate of Public Instruction itself, (i) between Jammu & Kashmir Provinces, and (ii) between male and female educational organizations.

These different structures have also created a lot of duplication of work and lack of coordination intra and inter department and has led to many organizational problems such as multiple hierarchy and lack of delegation of authority. Multiple hierarchy has resulted in delays in processing programmes which require clearance from independently working different hierarchical authorities. And lack of delegation of powers has been creating delay in decision making even in regard to routine matters. In the field of financial administration, the allocation of grants to different schools are done on simple average basis. Another problem is in regard

Cont'd.....2.

to the sanctioning authority of purchases. Most of the authority is at present concentrated at higher level of hierarchy such as Director of Education and Joint Director. This has led to disproportionate work-load at such levels for routine jobs. Similarly, the Pay Administration has involved Tehsil Education Officers to concentrate on procedural matters rather than technical assignment.

At the level of District Education Officer and Tehsil Education Officers, again, there are some major problems which hinder their effective working. Based on the time-measurement study of a few officers, EIL team found that one of the major problems is that the officers have to devote nearly 60% of their time for administrative work instead of educational guidance and inspection. Secondly, their technical function of inspecting schools is too unwieldly because one TEO, on the average, has to inspect as many as 110 schools in a year. Thirdly, as the schools are spread over a wide area and as there is no proper conveyance, TEO's find it difficult to fulfil their duties.

During the EIL study of J&K education system, we have come across other major problems relating to education. In many areas, the study team found that the pupil-teacher ratio was high and some schools had no Headmaster or Headmistress. There was shortage of teachers in certain hilly areas mainly due to lack of accommodation and other facilities. It was

Contd.....3.

also observed that there was lack of training opportunities for self improvement of teachers in certain remote areas. Building facilities for schools too were found to be inadequate. The present system of allocations of grants has not taken any criteria in allocating funds to construction facilities in different areas. There is a great need of looking into the problems of pupils enrolment in schools. As there is lack of provision for mid-day meal, uniforms and school books, they find it difficult to enrol more pupils.

EIL, in the main, suggests a different organization structure as illustrated in Drawing No.2 which, it is hoped, will try to eliminate the duality of the existing structure, under the overall unified control of an Education Commissioner. Duality of male and female, and of Jammu & Kashmir will be eliminated by adoption of a single line of hierarchy consisting of Director of Education followed by D.E.Os and T.E.Os. The Education Commissioner in overall charge assisted by different staff will directly integrate not only primary and secondary education but also vocational training, teachers training programmes and planning division. This will avoid a multiple hierarchy and will also help in delineation of authority and delegation of power at different levels. The problem of allocation of grants on purchase can be integrated certainly under an Officer Incharge of Budgets, Accounts and Finance. Similarly, planning of buildings and grants for construction of buildings and repair work can be integrated under an Officer Incharge -

Cont'd.....4.

Buildings.

A brief summary of the major problems and their suggested solutions is presented in Figure 1.

Figure 1  
Brief summary of the major problems and suggested solutions

Problems	Suggested solutions
1. Binary or dual systems of administration creating duplication, overlapping and inefficiency.	New organization structure and administrative pattern and better staffing at higher level.
2. Too many schools under the charge/jurisdiction of Education Officers, making inspection and supervision difficult.	i) Strengthening of District Education Officers. ii) Combining male & female field officers. iii) Provision of Administrative Officers and accountants for office and other miscellaneous work.
3. Separate boys and girls schools and single teacher schools	Co-education at the primary school level by combining local boys and girls schools.
4. Difficulties of planning of educational activities and provision of proper school buildings	i) Setting up of a planning unit for Education Department at State level. ii) Setting up of a building cell to be attached to the Education Department.
5. Meagre allocation of grants	Rationalisation of grants and provision of special grants for important activities.

Cont'd.....5.



2 INTRODUCTION

2.0 The Officer on Special Duty and Adviser, Education Department of the Jammu & Kashmir Government desired to to have the consultancy services of Engineers India Limited for the purpose of identifying the major problems having impact on the administration & the streamlining of operations of the Education Department of the J & K State.

2.1 With this objective in view, Specialists of EIL set to work by minutely studying the various relevant reports previously prepared by other authorities such as the Sahay Committee, Education Reorganization Committee (1950), Study Group on training of District Education Officers, Education Commission (1964) etc. and through field survey and personal discussions of a detailed and exploratory character with the Education authorities at different levels in Jammu & Kashmir State. A questionnaire was also sent out to the concerned authorities for eliciting detailed work-measurement information.

2.2 A thorough analysis of the problems facing the Primary and Secondary educational set up of the state was undertaken. The study revealed that there has been considerable difficulties and drawbacks in the system, arising from various causes which, in the main, include lack of proper coordination at the higher levels, a binary system of educational functioning, provision of separate boys & girls

schools even at the primary level, heavy inspectorial workload, conveyance difficulties, deficiencies in routine grant allocations, purchasing power limitations in regard to school equipments, inadequacy of school buildings and teaching and other ministerial staff, difficulties of hilly regions, and drawbacks in the organizational pattern leading to procedural delays.

2.3 A general background of the primary and secondary education in Jammu & Kashmir and the various problems arising out of the existing set up, are detailed in the following sections. The remedial measures suggested for streamlining of operations and effecting better coordination within the Directorate of Public Instruction have been detailed in the last section. The recommendations, briefly speaking, relate to :

- i) Certain vital changes in the organizational structure, both at the administrative and field levels;
- ii) Schemes for strengthening of District Education Offices;
- iii) Appropriate staffing at higher levels;
- iv) Setting up of a planning unit and a Building Cell; and
- v) Various other items such as rationalisation of grants and allocation of funds, setting up of schools complexes, salary payments, accounting, office equipments, etc. in order to streamline the entire educational set up of the State at the Primary and Secondary levels.

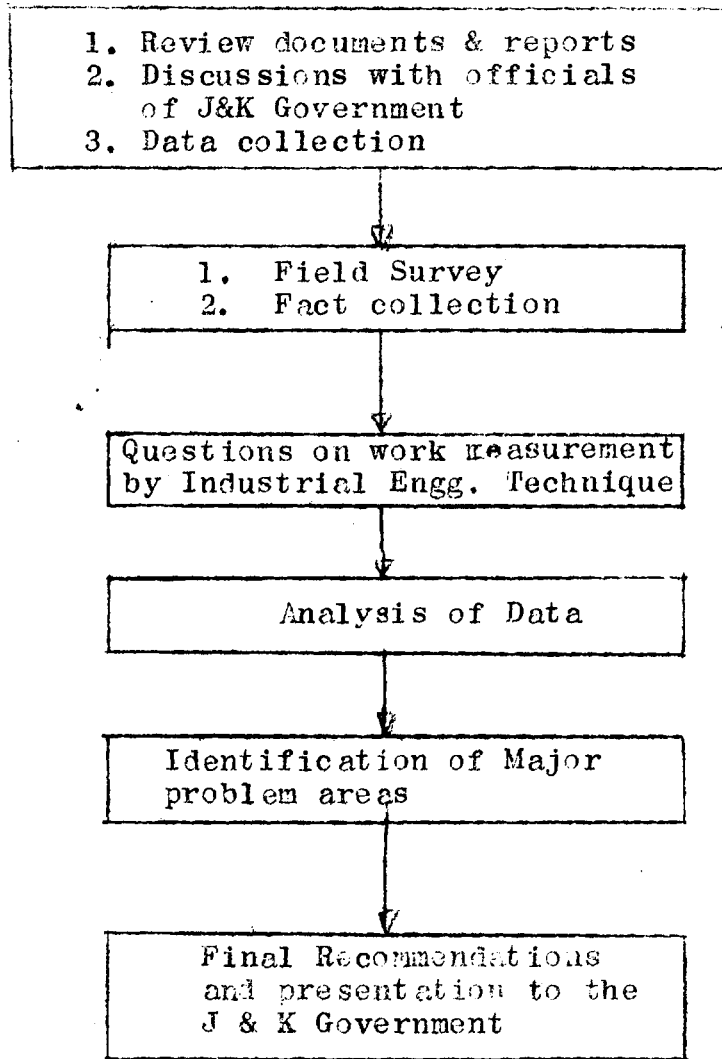
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2.4 The methodological steps are indicated in Figure 2. Particulars of the Reports and documents reviewed and the names of the authorities with whom discussions were held by EIL study team are given in Annexures IA & IB. . Certain other important matters relevant for the study have been added in Annexures II to IV. A copy of the questionnaire referred to in Para 2.1 has been provided at Annexure V. The existing pattern of delegation of financial and administrative powers at various levels and the proposed suggestions formulated on the basis of the replies received from J&K Education Officers for our questionnaire, have been indicated in Annexure VI. Two detailed organisational charts (Drawings No. 1 & 2) setting out the existing administrative structure and the proposed changes in the administrative and organisational pattern have also been provided at the end of report for ready reference.

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FIGURE - 2

METHODOLOGY OF J&K EDUCATION SYSTEM STUDY



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3. GENERAL BACKGROUND :

3.1 Primary and secondary education has been receiving a good deal of attention in the State of Jammu & Kashmir. And the fact that the demand for the expansion of educational facilities has been increasing fast, could well be inferred from the figures of boys and girls in school rolls, which have risen from a total of 104 thousand in 1950-51 to 304,000 in 1960-61 and 592,000 in 1970-71. Total number of students in 1971-72 in the State stood at 630,000. Fig. 3a, 3b, and 3c & Annexure II indicate the expansion of education in terms of enrolment of the number of boys and girls, increase in number of schools and the number of teachers for primary, middle and secondary education in Jammu & Kashmir. Number of schools also increased from 1309 in 1950-51 to 7346 in 1971-72 and the number of teachers from 4261 to 21809 during the period, Student-Teacher ratio in 1971-72 was 29:1 as against 25:1 in 1950-51.

3.2 The number of girls in schools which formed only about 13% of the total students in 1950-51 has progressively increased to 23% in 1960-61 and to 32% by 1971-72. In numerical terms, the number of girl students registered a 15 times increase, from 14,000 to 202,000 during this period of 21 years.

3.3 In spite of these increases in the enrolment, it is disheartening to observe that primary educational facilities in this State has been lagging behind those in the rest of the country, particularly in the field of girls education,

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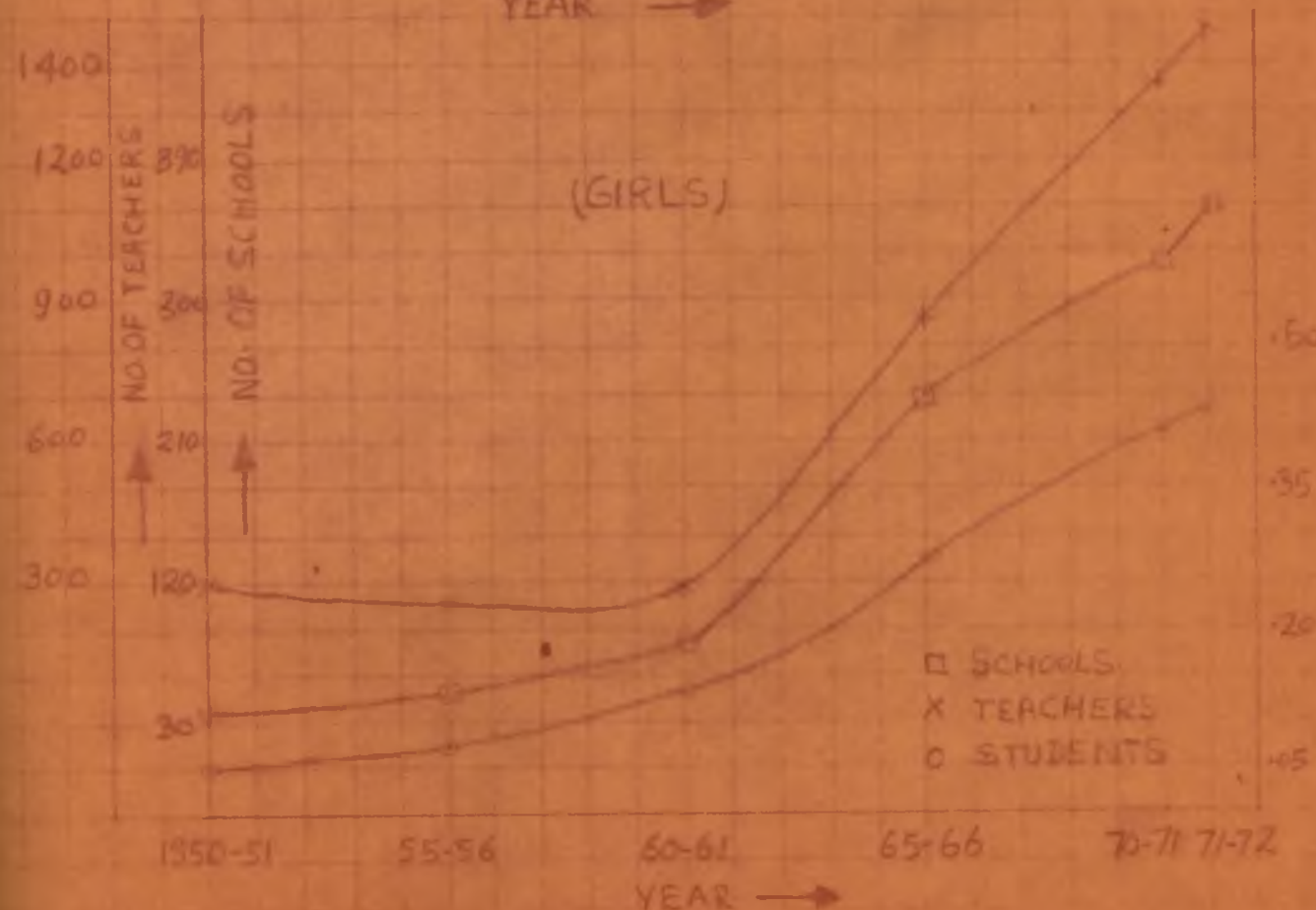
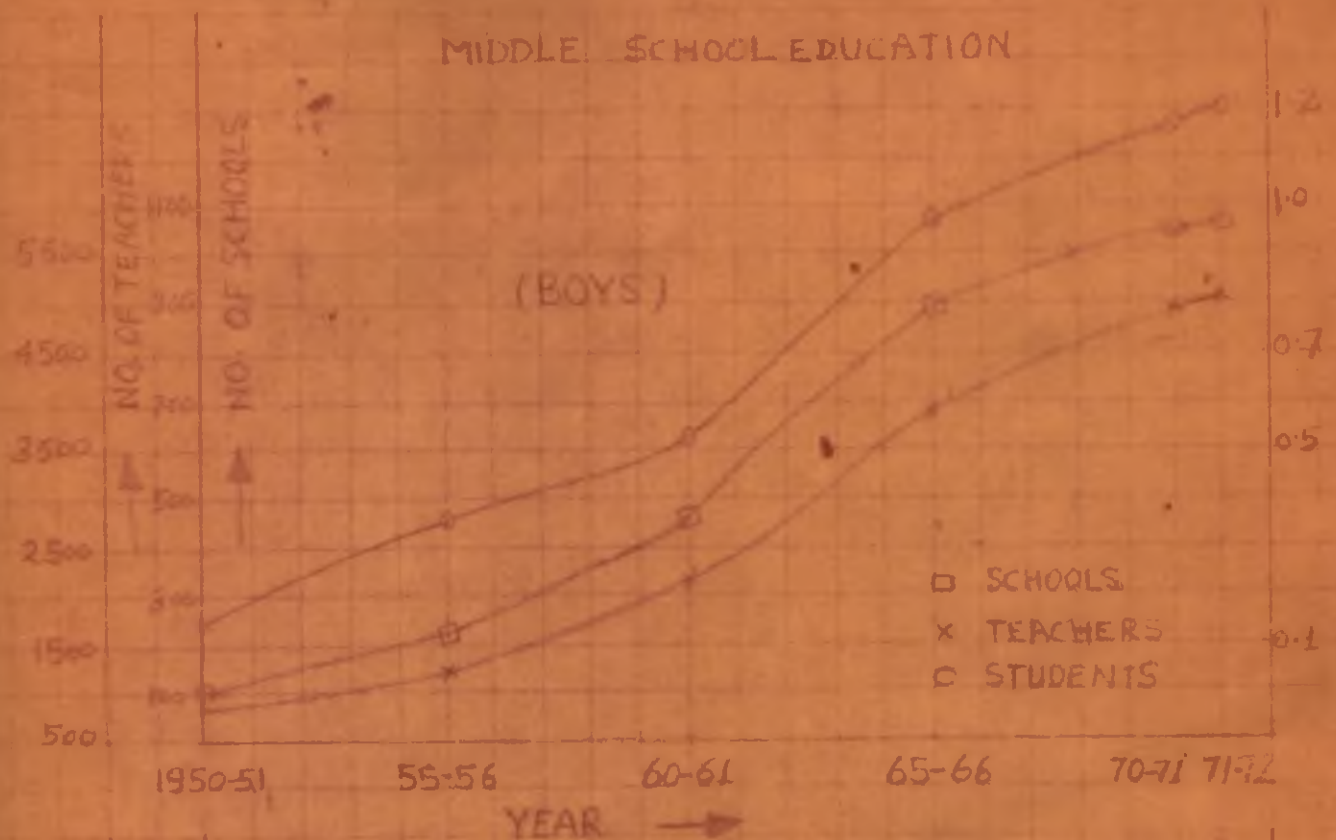


FIG. 3 B

(REF. ANNEXURE II)

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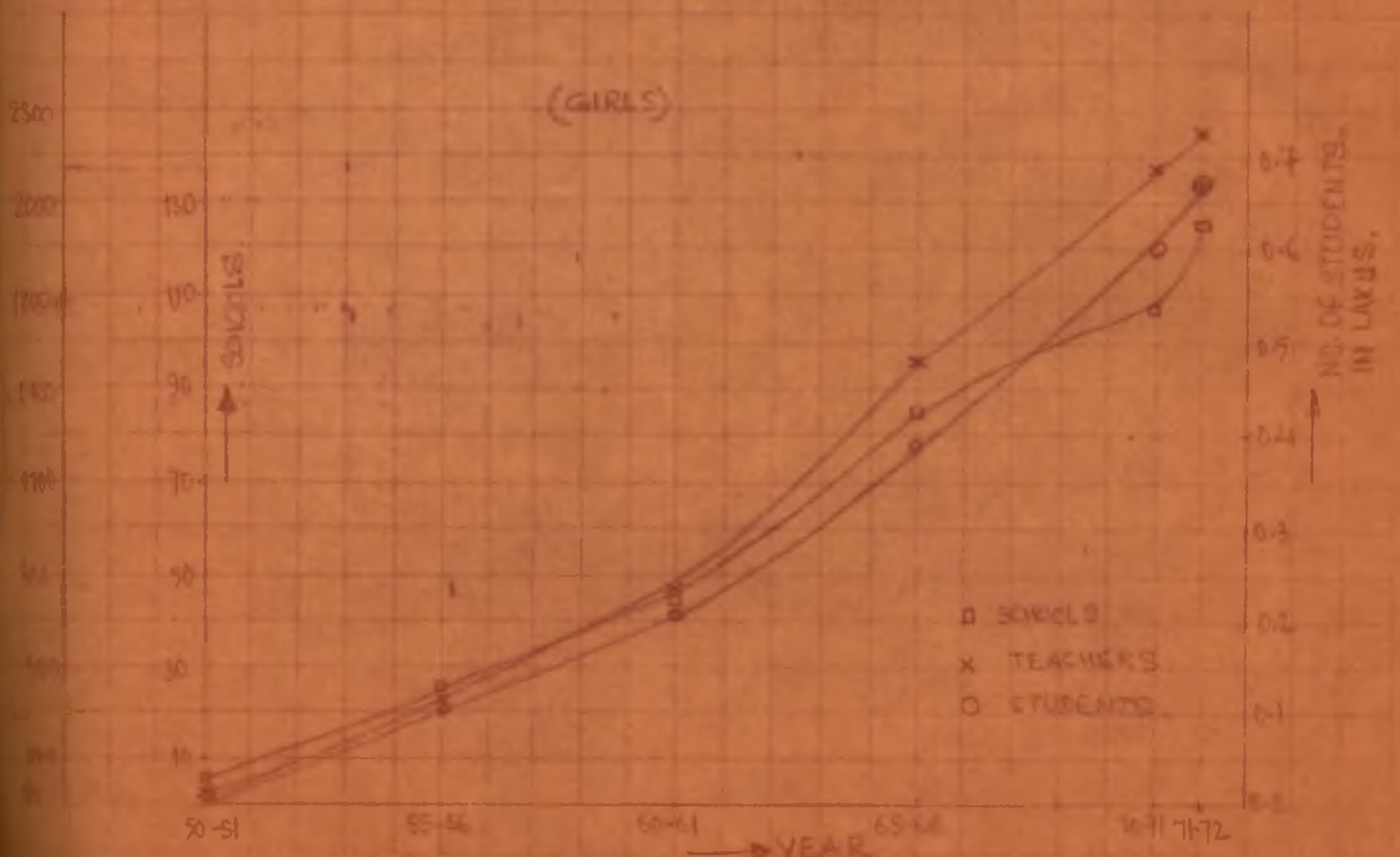
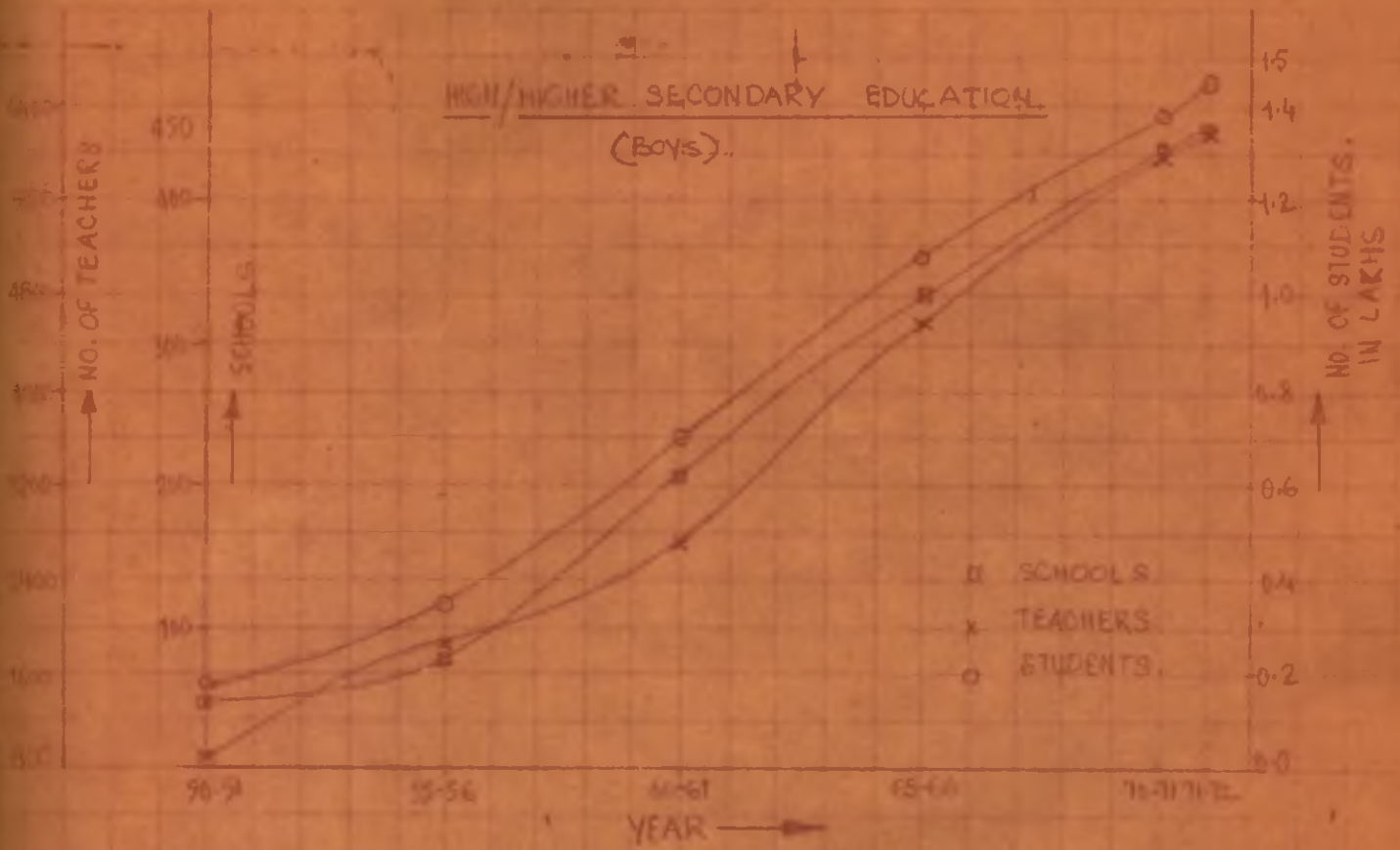


FIG. 3 C (REF. ANNEXURE II)

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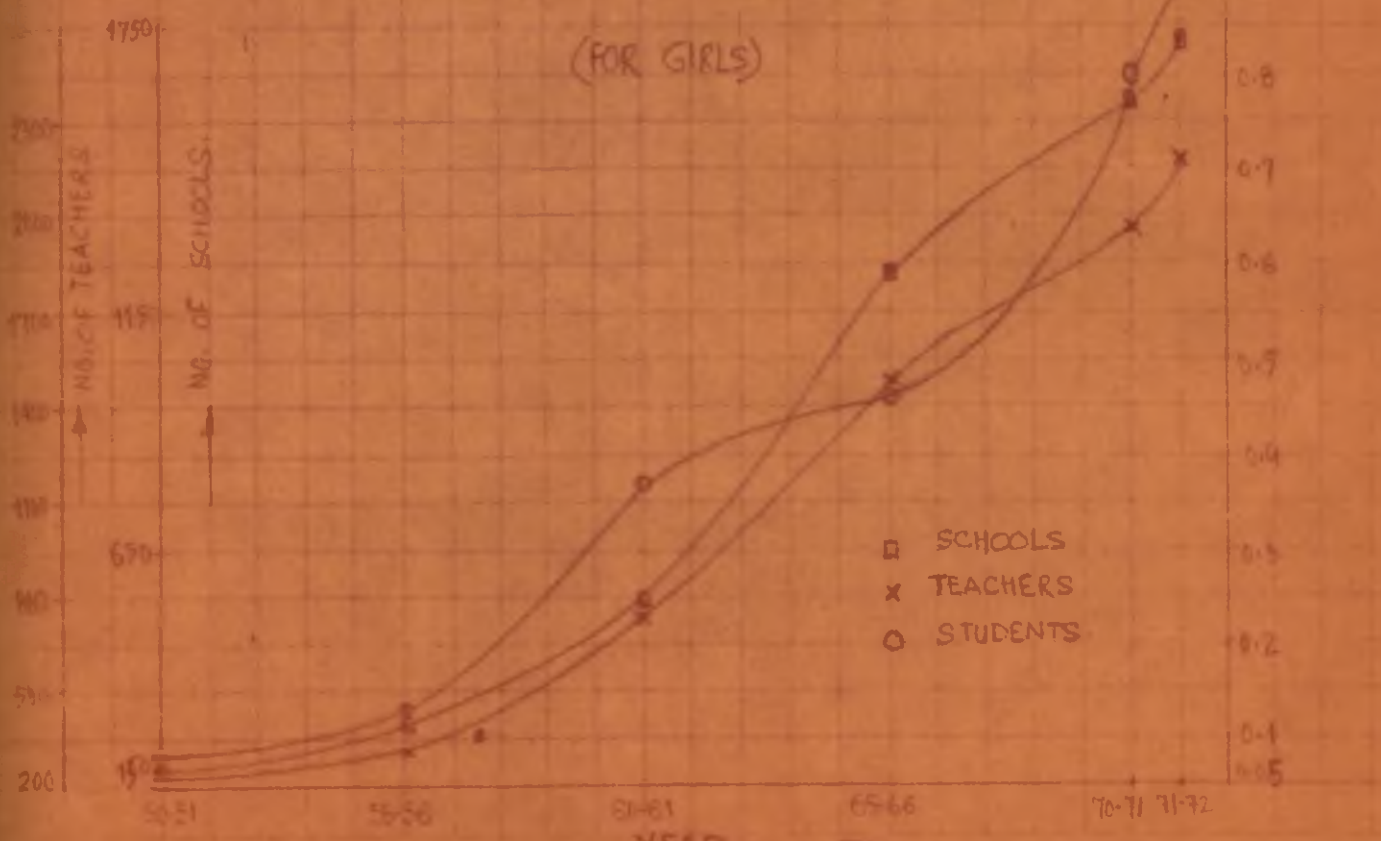
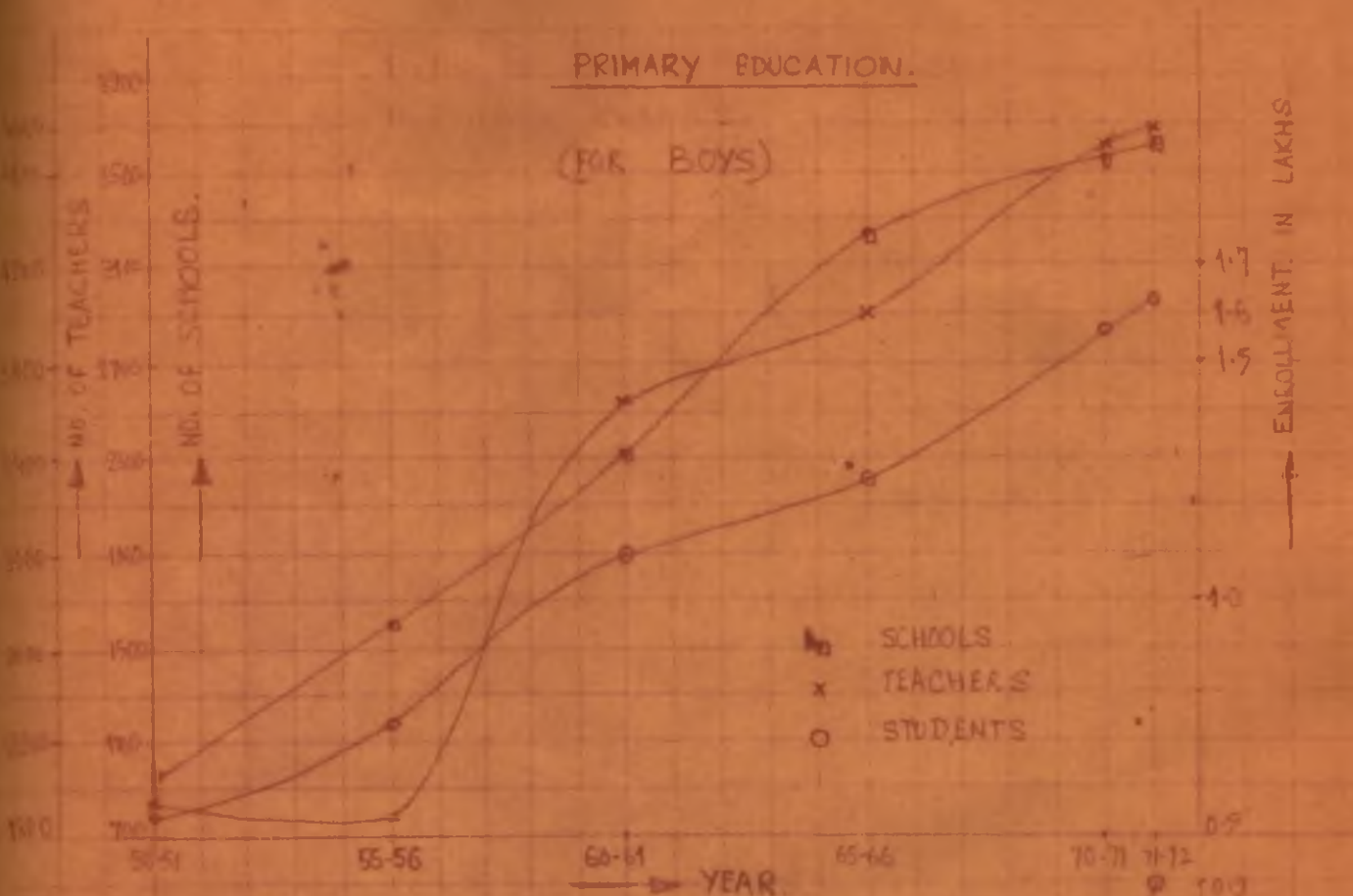


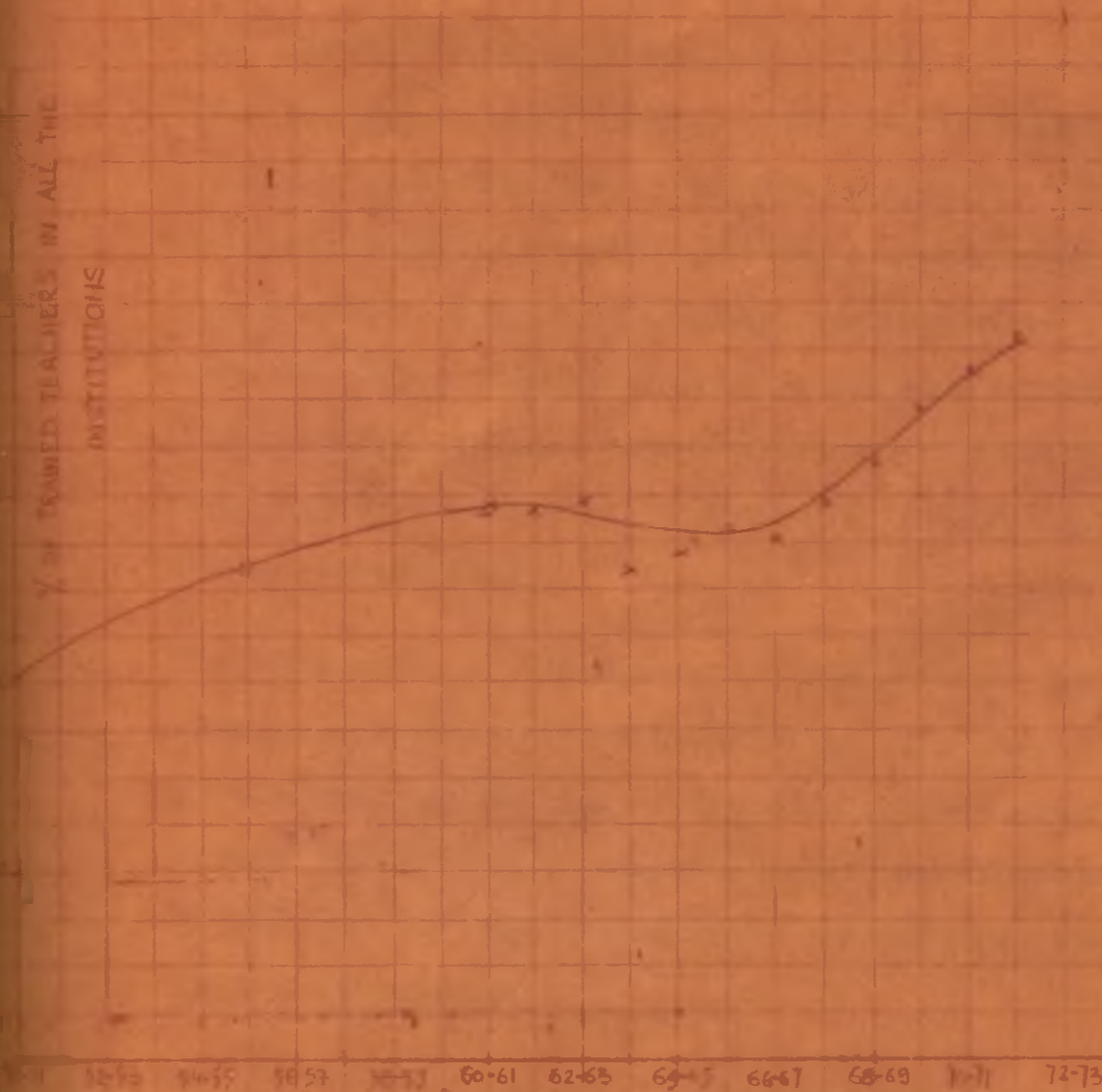
FIG. 3A FREE ANNEXURE II



INCREASE IN PERCENTAGE OF TRAINED TEACHERS.

% OF TRAINED TEACHERS IN ALL THE INSTITUTIONS

YEAR	PERCENTAGE
50-51	40
55-56	52
60-61	59
61-62	58
62-63	59
63-64	51
64-65	54
65-66	56
66-67	55
67-68	58
68-69	63
69-70	68
70-71	73
71-72	77



ACADEMIC SESSION  
(FIG 5)

(REF. DIGEST)

so much so, the literacy percentage in J&K stands at 18.3% as compared to all India figure of 29.4%. To fulfil the idea of universal education, it is necessary that more number of schools are set up within easy reach in the rural areas of the State.

- 3.4 The Education system prevalent in Jammu & Kashmir State has some similarity with the ones operating in other parts of the country. However, due to certain unique local traditions and situations such as long established experiences, rigid conservative outlook of the local people, hilly terrains with lack of proper communications, prevalence of Purdah system and other social customs, some strengths get heightened just as some weaknesses get over accentuated in the current education system in the State.
- 3.5 The Department of Education is charged with the function of educational administration including planning, financing, controlling, direction, supervision and coordination of the entire set up with the assistance of the Directorate of Public Instruction. The current organization structure is shown in Drawing No. 1.
- 3.6 The department, however, is understood to be facing many difficulties some of which are outlined briefly in the latter sections of this report. It is the purpose of the present study to probe into these difficulties and identify major problems which have impact on the proper functioning of the organizational set up.

Cont'd.....II.

4. PROBLEM ANALYSIS

Organisation and administration :

4.0 The study conducted by EIL has revealed that a variety of factors have given rise to serious difficulties and drawbacks in the educational set up of the State. Some of the important ones are briefly enumerated in the following paragraphs.

4.1 Binary system :

A binary or duplicate system of educational functioning has developed in four important spheres, viz.

- i) Education Secretariate for Public schools on the one hand and the additional Secretary for higher and technical education, on the other.
- ii) Separation between Secretariate and Directorate of Public Instruction.
- iii) Separate educational administrative set up for Jammu and for Kashmir areas.
- iv) Separate administrative set up for boys and girls education.

This system not only renders the functioning of the Education Department somewhat inefficient but also creates a lot of overlapping of authorities and responsibilities and duplication of work - all of which leading to significant delays in the expeditious disposal

of, at times, even important matters.

4.2 Work load of Officers :

Figure 4 illustrates the average supervision/inspection work load of the Officers over and above their other administrative duties. It is seen that the average number of schools under the charge/jurisdiction of the different officers ranges from about 37 under each Deputy Director to as many as 110 under each Tehsil Education Officer. The Inspectress of Jammu alone has about 178 schools under her jurisdiction scattered over the wide hilly areas, her visiting of which even once an year becomes impossible within the limited number of working days in the year and with the slow and scarce conveyance facilities available.

4.3 Inadequate staff :

While the workload has increased enormously, even the Ministerial staff expansion in the Education Department has not kept pace with the demands of the situation. Staff strength has fallen short of the expansion in the number of educational institutions, their enrolment and increased educational activities and expenditure.

FIGURE 4EXISTING SYSTEM - INSPECTION LOAD

POSITION	NO. OF OFFICERS	JURISDICTION	NO. OF SCHOOLS	SCHOOLS/OFFICER RATIO
DEPUTY DIRECTORS	2 (J&K)	TRAINING & H.S. SCHOOLS	73	37
DEPUTY DIRECTRESSES	2	HIGH & H.S. SCHOOLS	126	61
DISTRICT EDUCATION OFFICERS	9	HIGH SCHOOLS	410	46
INSPECTRESSES	20	PRIMARY/ MIDDLE SCHOOLS	1743/ 363	87/ 18
TEHSIL EDUCATION OFFICERS	42	PRIMARY & MIDDLE SCHOOLS	4600	110

Cont'd.... ..14.

4.4 Drawbacks in the present organisational set up :

As already mentioned in Para 3.5, the State Education Department is the Principal agency charged with the functions of educational administration including planning, financing, controlling, direction, supervision and coordination of the entire set up, with the assistance of the Directorate of Education which looks after the day to day functioning of the primary & secondary schools.

4.4.1

Further, whereas this Directorate has grown into a huge entity, there has not been any progressive delegation of powers to the district level for taking quicker decisions atleast on routine matters. The Director of Education is heavily immersed in personnel administration and other day to day staff matters such as leave applications, provident fund, etc., so much so, little time is left for him to perform his principal responsibility of providing leadership to his District Officers for any qualitative improvement of educational activities. Other major weaknesses of the existing Education Department seem to be the shortage of proper administrative personnel at the higher levels and lack of specialised staff.

4.2

It also emerged from EIL team's discussions that the authorities and responsibilities of the various Officers at different levels in the Education Department are not properly

defined. There is thus an element of confusion, duplication of work and delay in the method of approach and even in the routine disposal of cases. It was pointed out that while there exist local Officers at different levels such as Tehsil Education Officers, District Inspectors of Schools and Provincial Deputy Directors of Education, their powers are either extremely limited or not properly defined, that even routine things as applications for leave, provident fund, etc. have to be submitted to the Director of Education or to the Education Secretary of the State.

4.5 Purchasing powers severely restricted :

Director of Education and Joint Director are empowered to sanction only upto Rs.100/- at a time for the purchase of stationery from local markets and that too if such articles are not available with the Stationery Department. For the purchase of articles of special nature, the District Education Officer has power to sanction upto Rs.100/- only per case. This severe restriction on the Directors and D.E.O.'s powers to make purchases has led to a lot of time being wasted in obtaining necessary approvals & sanction from higher authorities.

4.6 Problems in distribution of pay :

Principals of Higher Secondary Schools and Headmasters of High Schools in the State are gazetted officers. They prepare pay bills themselves for their staff and draw the

amounts from their respective treasuries. In the case of teachers and other staff working in Middle and Primary schools, however, their pay is drawn by the Tehsil Education Officer concerned. A Tehsil is again divided into several pay centres. Headmaster of Lower High Schools and Middle Schools who are generally incharge of these pay centres, collect pay for the staff of the schools attached to the respective centres and submit the disbursement certificates to the T.E.O.'s office for consolidation. It is said that this procedure creates a lot of paper work for Tehsil Education Officers and deprives them of a good part of their time required for their main function of guiding and supervising the primary schools.



5. PROBLEM ANALYSIS (Continued)

Other important factors :

5.0 There are also a number of other factors which merit attention in the programme of streamlining the educational activities. Some of the important ones are enumerated below :

5.1 Separate boys & girls schools :

Separate schools for boys and girls are provided in the State even at the primary level, the number of such schools existing at present being 3620 for boys and 1743 for girls. In the villages and other areas where the strength of the pupils is poor, this system leads to wastage of funds and inefficient functioning. The need for provision of double facilities such as separate buildings, staff etc. as required under such circumstances, could be minimised by a gradual process of combining boys and girls schools on an optimal regionwise/villagewise basis, thereby evolving a system of co-education which is deemed to be feasible in the J&K State based on our field data.

2 Inadequacy of school buildings :

Proper school buildings are not provided in a number of places. In the hilly regions, the existing middle and high schools are, in most cases, accommodated in one or two rooms and these too are neither well maintained nor adequate.

Many schools, in the villages in particular, are in dire need of repairs and perhaps considered even unsafe. School buildings in the hill areas have been mostly provided by the community who have constructed them almost on the pattern of their own houses. Because of heavy snowfall and incessant rains, they often get damaged. But the community become helpless forreconstructing and repairing them because of their poor financial condition. And the PWD is tempted to disown responsibility for such repairs since the buildings are not state property.

5.2.1 There are, again, many schools in villages without any school building. Universal elementary education is chiefly a programme of rural areas and it is in these areas that the paucity of school buildings is acutely felt. The national compaign of universalisation of primary education has been fast gaining momentum andit is essential that provision for some sort of accommodation is made for all schools to ensure the safe sheltering of children.

5.3 Schoolless villages :

It is also significant to point out in this context that, out of the nearly 3712 villages in Jammu Province, as many as 1632 do not have any schools at present. It might be possible to provide schooling facilities at these areas, by opening about 800 to 1000 more schools. Annexure IV gives

districtwise details of the number of villages with and without schools in Jammu Province.

5.4 Conveyance problem :

The difficult terrain of the hilly regions and lack of proper conveyance causes enormous difficulties to the students, teaching staff and the Inspectors & T.E.O.'s to reach the school premises. Boys and girls often have to walk a long way to reach their respective schools. In the case of inspectorial staff and TEOs, it may be pointed out that no conveyance facilities or specific vehicles are provided in such regions for their efficient functioning. As they are authorised to get vehicles for their conveyance from the State garages only if such vehicles are free and available at the time, it becomes difficult for them to plan their tours in advance.

5.5 Lack of incentive to poor children :

The number of scholarships provided to poor students by the Education Department has also been very meagre. No special aid is provided for the ill-fed and ill-clad children. It has also been learnt that nearly one lakh children of 6 to 11 age group in Jammu Province do not attend any school mainly due to their poor socio-economic conditions or traditions or for want of educational facilities. The figures in Annexure III which gives district-wise details of children in Jammu Province, attending and not attending schools, reveal that

not more than 56% of the children of this age group have been enrolled in existing schools so far. It would be necessary for the Education Department to create additional educational facilities and attract enrolment of children through mass media like the radio, television, advertisements, etc. and also by enlisting the active cooperation of other agencies like the Revenue Department and National Extension Service Department, to achieve this objective. Some other incentives such as children's health care, uniforms, mid-day meals, free text books and writing materials, could be considered for attracting more young children to the schools.

5.6 Staff problems :

Many of the primary schools are single teacher ones. While there is an element of overstaffing in certain areas particularly in cities, there is under staffing in far flung hilly & border areas. Sometimes, services of teachers posted in some of the areas are utilised in other areas also by some internal temporary arrangement. This, however, does not seem to be doing much good to the schools located at not easily accessible regions. In the far flung areas where the terrain is difficult and inaccessible, residential accommodation generally problematic and the climatic conditions not congenial, it is learnt that teachers show unwillingness to work even on an incentive payment. The way out of this impasse seems to be the appointment of local people, if available, in the areas concerned on payment of sufficient

incentive or by providing free residential accommodation and supplying other bare necessary things at subsidised cost, as required under the circumstances, to the teachers appointed.

5.7 Equipments and maintenance :

There is also the dearth of modern office equipments in almost all the offices under the Department of Education. Only very few duplicating machines, typewriters and filing cabinets are available. Even the few available typewriters were found to be not in good shape and need proper repairs and better maintenance.

5.7.1 Most of the schools are also ill equipped in respect of furniture and other teaching aids. Non-availability of adequate funds and difficulties of transportation to far flung areas have been attributed to be the cause of the ill-equipment.

5.8 Inadequate allocation of grants :

The funds at present are being distributed on an average of 'Number of Schools' basis. No systematic or quantitative analysis is done to allocate and sanction grants on the basis of various programmes, expenditure heads and size of individual schools.

5.8.1 During the course of discussions held by the EIL team, the following typical breakup of the grants allocated to a high

or higher secondary school per year by the Deputy Director of Jammu was highlighted :

<u>Items of expenditure</u>	<u>Annual grant (in rupees)</u>
1. Travelling allowance ..	50
2. Postage charges ..	25
3. Science apparatus & allied expenditure ..	700
4. Books and Stationery ..	150
5. Contingencies ..	1200
	<hr/>
Total grants per annum ..	2125
	=====

5.8.2 As is perhaps obvious, these sums are very small and inadequate for the proper maintenance of schools. No separate grants are given for repair work nor is there any financial provision for building repairs based on any engineering evaluation made by PWD or other agencies. The contingencies grant of Rs.1200/- per annum is inclusive of expenses towards payment of temporary staff like watermen, repairs of buildings and other sundry items. For any bigger repair grants, even the Director of Education is not empowered to sanction more than Rs.500/- per case. In the normal course, requests for grant for such requirements are to be submitted to the Secretariat of the Education Department.

5.9 Need for more trained teachers :

In Jammu & Kashmir, at present only about 63% of primary school teachers and about 77% of the teachers of all types of schools are trained ones. Figure 5 indicates the trend in the increase in percentage of trained teachers. It is understood that out of the total number of 21,009 teachers working in the schools of Jammu & Kashmir, approximately 5,000 are untrained.

5.9.1 While the training and allied facilities afforded to teachers in the State do need considerable expansion in the coming years, it would also be necessary for the State Institute of Education to undertake special planning and activity expansions so as to provide modern training facilities to teachers in areas covering new mathematics, improved teaching of science and English, and so on.

6. RECOMMENDATIONS

6.0 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:

6.1 Changes in the Organisation structure:

For the effective and efficient functioning of the Education Department, removing the existing heirarchical 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, planning, building, purchasing etc. into the system.

Contd.....25.



6.2 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.

6.2.1 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 Tehsils.

6.2.2 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 the replies to our questionnaire have revealed that in the present set up about 60% of the

Contd.....26/-

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.

6.2.3 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 provide 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.

6.2.4 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.

6.2.5 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.

6.3 Staffing at higher levels:

For the successful implementation of the proposed reorganisation programme as also the programmes recommended by the Sahay Committee, the services of a number of personnel of proven capability 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.

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

6.4 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 be spent 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.

6.4.1 An independent research team may also be included in the Planning Unit to undertake research in such spheres as teachers training programmes, 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.

6.4.2 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, tamboos, bricks, etc for

construction purposes, Special provision of funds should be made annually for the maintenance of the existing buildings constructed through public initiative.

6.5 Other Observations; Certain other spheres in which improvements 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' levels 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) School Complexes:

School 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 cooperative groups with all the attendant advantages. A school complex may take up common minimum programme including common plan of work, common examinations, periodical meetings, 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 Accounts posted in these field offices with authority to dispose of certain routine sanctions.

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, are made available to school teachers.

vi)

Single File System:

There should be only single files at the secretariat level, the same files should move through various appropriate 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 to 30 days should be set for taking action on any item.

vii)

Purchasing System:

While the major purchasing function is to remain centralised, it is essential to delegate suitable financial and purchasing powers to the Education Officers (Jammu & Kashmir areas) and also to the DEO's and TEO's in order to avoid unnecessary correspondence and delay in the procurement of materials as and when required. Annexure VI shows some of the desirable delegation of powers to the District and Tehsil levels.

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(A) REPORTS AND DOCUMENTS REVIEWED

During the process of this study, the following reports and other documents were reviewed:

1. Sahay Committee Report on the development of education in the State of Jammu and Kashmir 1972.
2. Educational Reorganization Committee report by the Govt. of Jammu and Kashmir Education Department, December 1950.
3. Report of the Study Group on the training of District Education Officers by National Staff College for Educational Planners and Administrators, New Delhi, 1972.
4. Report of the Education Commission (Kothari Commission), 1964-66.
5. Report by the Government of India, Ministry of Finance, Special Reorganisation Unit, on the work study of the offices of the District Inspector of Schools, Gurgaon and Divisional Inspector of schools, Ambala (Punjab State).
6. Government of J&K General Department Notification dt. 21st October 1969.
7. Digest of Educational statistics (1950-51 to 1971-72) J&K.
8. Tasks Ahead - Statement issued by Chief Minister, J&K on January 11, 1972.
9. Educational Statistics in J&K: At a glance, issued by Statistical Unit, Education Secretariat, Jammu dt. 11.4.1972.
10. Educational Problem of Hill areas of Jammu & Kashmir State.



ANNEXURE-I (CONTD.)

(B) AUTHORITIES WITH WHOM DISCUSSIONS WERE HELD

During the process of the study, discussions were also held with the following Governmental and Educational authorities at different levels:

1. Shri Bhagwan Sahay, Governor, Jammu & Kashmir.
2. Deputy Education Minister, J&K.
3. Chief Secretary, J&K Government.
4. Shri J.D. Sharma, Officer on special duty, J&K.
5. Prof. Aga Asharaf, University of Kashmir.
6. Education Secretary, J&K.
7. Additional Secretary, Education Department, J&K (college and higher education & technical education)
8. Director and Joint Director, Directorate of Public Instruction, J&K.
9. Deputy Director of Education, Jammu.
10. Deputy Directress of Education, Jammu.
11. Deputy Director of Education, Kashmir.
12. Deputy Directress of Education, Kashmir.
13. Deputy Director, NFC , Jammu.
14. Director, State Institute of Education, Srinagar.
15. Assistant Director, Statistical Unit, Jammu.
16. District Education Officer, Jammu & Poonch.
17. Inspectress, Jammu
18. Inspectress, Udhampur & Poonch
19. Tehsil Education Officer, Jammu
20. Tehsil Education Officer, Murgam (Kashmir)

TREND IN INCREASES IN NO. OF STUDENTS, SCHOOLS AND TEACHERS IN J&K ( SOURCE: DIGEST OF EDUCATIONAL STATISTICS IN J&K, 1950-51 to 1971-72 ).

Year	No. of students ( in '000 )			No. of schools			No. of teachers		
	Boys	Girls	Total	Boys	Girls	Total	Men	Women	Total
<b>1. Primary Education:</b>									
1950-51	57	7	64	940	175	1115	1948	214	2162
1955-56	74	13	87	1612	270	1882	1882	309	2191
1960-61	110	37	148	2314	545	2859	3654	750	4404
1965-66	125	46	171	3272	1232	4504	4003	1474	5477
1971-72	163	90	253	3620	1743	5363	4785	2160	6945
<b>2. Middle Schools:</b>									
1950-51	14	5	19	102	37	139	869	309	1178
1955-56	35	7	42	212	43	255	1249	256	1505
1960-61	52	13	65	461	72	533	2139	273	2412
1965-66	96	27	123	892	241	1133	3934	851	4785
1971-72	120	46	166	1043	363	1406	5015	1468	6483
<b>3. High/Higher Secondary Schools:</b>									
1950-51	19	2	21	48	7	55	835	86	921
1955-56	35	11	46	87	26	113	1834	408	2242
1960-61	70	21	91	204	46	250	2760	754	3514
1965-66	100	39	139	337	87	424	4600	1497	6097
1971-72	145	66	211	451	126	577	6194	2187	8381
<b>4. Total (Primary, Middle, High &amp; Higher Secondary)</b>									
1950-51	90	14	104	1090	219	1309	3652	609	4261
1955-56	144	31	175	1911	339	2250	4965	973	5938
1960-61	233	71	304	2279	663	3642	8553	1777	10330
1965-66	321	112	433	4501	1560	6061	12537	3822	16359
1971-72	428	202	630	5114	2232	7346	15994	5815	21809

NUMBER OF CHILDREN OF AGE GROUP 6-11  
GOING & NOT GOING TO SCHOOLS IN JAMMU PROVINCE

Name of the Tehsil with District.	Total No. of children of age group 6-11 in each Tehsil	No. of students of age group 6-11 going to schools in each Tehsil	No. of students of age group 6-11 not going to schools in each Tehsil.
<u>DISTRICT JAMMU</u>			
Jammu	19,114	15,498	3,618
R.S. Pura	21,670	14,455	7,215
Samba	11,629	8,402	3,227
Akhnoor	10,647	4,821	5,826
<u>DISTRICT POONCH</u>			
Haveli (Poonch)	10,542	4,509	6,033
Manhdhar	11,986	4,758	7,228
Rajouri and Badhal	11,514	6,864	4,650
Nowshera	6,896	4,011	2,885
<u>DISTRICT UDHAMPUR</u>			
Udhampur	7,701	5,922	1,779
Ramnagar	11,912	4,962	6,950
Reasi	4,482	2,414	2,068
Mahore (Gool Gulabgarh)	5,008	2,189	2,819
<u>DISTRICT KATHUA</u>			
Kathua	7,548	4,432	3,116
Hiranagar	7,928	4,941	2,987
Basohli & Billawar	11,269	4,278	6,991
<u>DISTRICT DODA</u>			
Doda	6,568	2,973	3,595
Bhadarwah	7,673	4,079	3,594
Kishtwar	6,270	3,024	3,246
Ramban	6,181	2,614	3,567
GRAND TOTAL:	<u>1,86,538</u>	<u>1,05,144</u>	<u>81,394</u>

ANNEXURE - IVNUMBER OF VILLAGES WITH AND WITHOUT  
SCHOOLS IN EACH TEHSIL OF JAMMU PROVINCE

Sr. No.	Name of the Tehsil with the District	Total No. of villages in each Tehsil	No. of villages with schools	No. of villages without schools
<u>DISTRICT JAMMU</u>				
1.	Jammu	338	192	146
2.	Samba	273	105	168
3.	R.S. Pura	246	112	134
4.	Akhnoor	222	118	104
<u>DISTRICT KATHUA</u>				
5.	Kathua	188	86	102
6.	Hiranagar	245	112	133
7.	Basohli & Billawar	255	128	127
<u>DISTRICT POONCH</u>				
8.	Haveli (Poonch)	84	73	11
9.	Mendhar	84	72	12
10.	Rajouri & Budhal	255	144	111
11.	Nowshera	114	86	28
<u>DISTRICT DODA</u>				
12.	Doda	147	108	39
13.	Bhadarwah	275	111	164
14.	Kishtwar	156	119	37
15.	Ramban	151	114	37
<u>DISTRICT UDHAMPUR</u>				
16.	Udhampur	232	110	122
17.	Ramnagar	155	127	28
18.	Mahore (Gool Gulabgarh)	170	96	74
19.	Reasi	122	67	55
GRAND TOTAL:		3,712	2,080	1,632



6. Do you think your time is well spent? Yes/No

7. If no above, how do you think you should spend time?  
( Please write in details )

8. Any other suggestions to improve your efficiency.

9. Number of visitors received per day including reasons for their visits. Keep a diary for a week.

<u>Main reasons for visit</u>	<u>No. of visitors</u>
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10. Number of pieces of Mail handled in the whole week. (only an aggregate estimate is desired)

<u>Subject of letter</u>	<u>No. of letters</u>	<u>Action taken</u>
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11. Number of cases finally disposed during this week:

<u>Subject of case</u>	<u>No. of cases of similar category currently pending.</u>	<u>Decision taken</u>	<u>When first referred to you</u>	<u>Remarks</u>
------------------------	--	-----------------------	-----------------------------------	----------------

12. Number of meetings attended this week.

<u>Subject of meeting</u>	<u>Time spent</u>	<u>Remarks</u>
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13. Number of Schools under your jurisdiction.

<u>No. of Schools Primary/Middle/High Schools (specify)</u>	<u>Total No. of Teachers</u>	<u>Total No. of Students</u>
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14. a. Amount of cash handled by your office per month for pay disbursement.

b. Total budget under your control

15. Number of personnel in your office

<u>Name of the personnel</u>	<u>Position</u>	<u>Major Responsibility</u>
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16. What authorities have you delegated to your staff. .

<u>Name of the person</u>	<u>Position</u>	<u>Authority</u>
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17. Specific suggestions which will make your time better spent and other suggestions which will improve the efficiency of your department.

18. Was this a typical week? Yes/No

19. If No, please describe a typical week with reference to above points.

EXISTING AND PROPOSED DELEGATION OF FINANCIAL AND ADMINISTRATIVE POWERS.

ANNEXURE- VI

Powers enjoyed by the officers, at present and proposed delegation of powers.

	CLASS IA			CLASS IB			CLASS II			CLASS III			CLASS IV			21. Office Incharge Scouta Move		
	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.		18.	19.
	EDUCATION ADVISER	DIRECTOR OF EDUCATION.	JOINT DIRECTOR WOMEN'S EDUCATION.	DY DIRECTORS OF EDUCATION.	DY DIRECTRESS WOMEN'S EDUCATION.	DY DIRECTORS EDUC. N.F.C.	DIRECTOR CUM PRINCIPAL S.I.E.	PRINCIPAL	D.E.O.	PRINCIPAL DY. DIRECTORS OF EDUCATION.	DISTRICT INSPECTOR OF SCHOOLS.	PRINCIPAL OF H.S.S.	D/S SUB-DIVISION OFFICER	DIRECTOR OF INSPECTION.	HEADMASTER/MISTRESS OF HIGH SCHOOLS.	T.E.O.	INSPECTRESSES.	SUPERVISORS BASIC EDUCATION.
Advance G.p.F.	All officers subordinate to them							Officers appointed						his subordinate				
To write off under rule 18.18 of the J&K Financial Code, Vol. I;	Limit of Rs. 1000 a case & Rs. 5000 a year.			upto Rs. 250			up to Rs. 100						up to Rs. 50					
Transaction under rule 18.18 of the J&K Financial Code	Rs. 50 in each individual case.			Rs. 25 in each case														
Write off of books.	Full powers						up to Rs. 100											
To sanction the payment of rent.				up to Rs. 150			up to Rs. 50						x upto Rs. 25/-					
To sanction fluctuate except in meeting allowances of sweepers.																		
Purchase of stores & books for education institution.				Full powers within the budget														
Purchase of books																		
To make purchase in the open market.	Rs. 5000			Rs. 2000			Rs. 1000			Rs. 300			x From approved list					
Non-recurring expenditure stationery.				Rs. 50			Rs. 20						x upto Rs. 100/-					
Service postage stamp.																		
To sanction expenditure electric charges.																		
Non-recurring expenditure other than pay of inferior servants.				Rs. 500			Rs. 250			Rs. 100			Rs. 50					



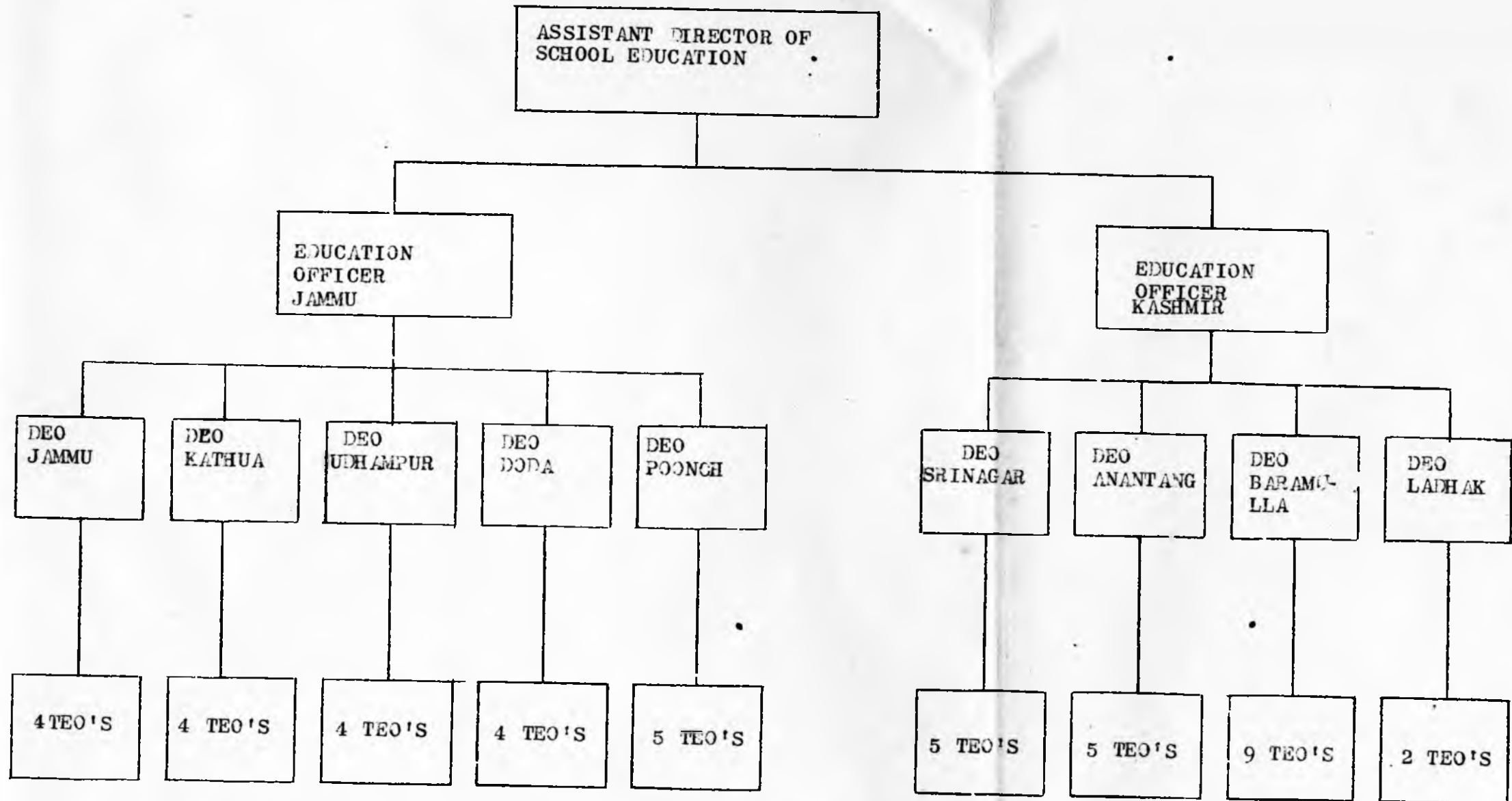
o Powers enjoyed  
 x Proposed dele

o Powers enjoyed by the officers at present  
 o and delegation of powers

	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.
Estimates chargeable to cold weather staff		Rs. 20											
Cost of Uniform													
Cost of bicycles													
Purchase of stationery													
Printing at private presses													
Purchase of tents.													
To sanction the engagement of and remuneration to counsel													
Remission of pay by money order.													
To purchase articles of social nature.													
To sanction expenditure of extraordinary nature													
To authorise Head Master/ress of Govt High Schools for remittance of fees.													
To sanction labour of skilled and unskilled labour													
Grant of Boarding house allowance to its teachers.													
Grant of Medical all to directors.													
To sanction the purchase in the local market for stationery.													
Purchase of books													
To select newspapers													
Purchase of stoves													
To sanction leaves of sweet sellers in the institution.													

16. 17. 18. 19. 20. 21.

Order No. 378-C of 1940 dt. 2.3.1940



DEO - DISTRICT EDUCATION OFFICER

TEO - TEHSIL EDUCATION OFFICER

EXISTING ORGANISATION CHART

Council of Ministers

Minister of Education and Health

Dy. Minister for Education

Secretary to Govt. Education  
Department (School Deptt.)

Additional Secretary to  
Govt. (Higher & Technical  
Education)

Dy.  
Secretary

Under  
Secretary

Under  
Secretary.

Dy. Secretary to Govt.

Director of Education, J&K State

Dy. Director Education  
Kashmir

Dy. Director  
Education NFC

Dy. Director  
(Curricula)  
I/C Textbooks

Dy. Director  
Education Jammu

Director-cum-Principal  
State Institute of Education

Liaison Officer  
School Broad-  
casting

Survey Officer

Scouts  
Officer

Cadet  
Officer.

Dist. Education Officer

Dist. Education Officer

Srinagar  
TEO's  
5

Baramulla  
TEO's  
9

Anantnag  
TEO's  
5

Leh  
TEO's  
3

Jammu  
TEO's  
4

Udhampur  
TEO's  
4

Kathua  
TEO's  
6

Poonch  
TEO's  
5

Doda  
TEO's  
4

Joint Director Women's Education

Dy. Directress, Women's  
Education Kashmir

Dy. Directress, Women's  
Education Jammu.

Inspectress of Schools

Inspectress of Schools

Srinagar Ganderbal Badgam Pulwama

Doda Ramban Jammu R.S.Pora

Sopora Anantnag Handwara Tral

Samba Kathua Hiranagar Reasi

Baramulla

Udhampur Akhnoor Poonch

PROPOSED ORGANISATION CHART

Education Commissioner-cum-Education Secretary  
(Also Chairman School Board)

DRAWING NO. 2(a)

