

# Towards an Enlightened and Inclusive Mizo Society

Report of the Education Reforms Commission, Mizoram  
2009-2010

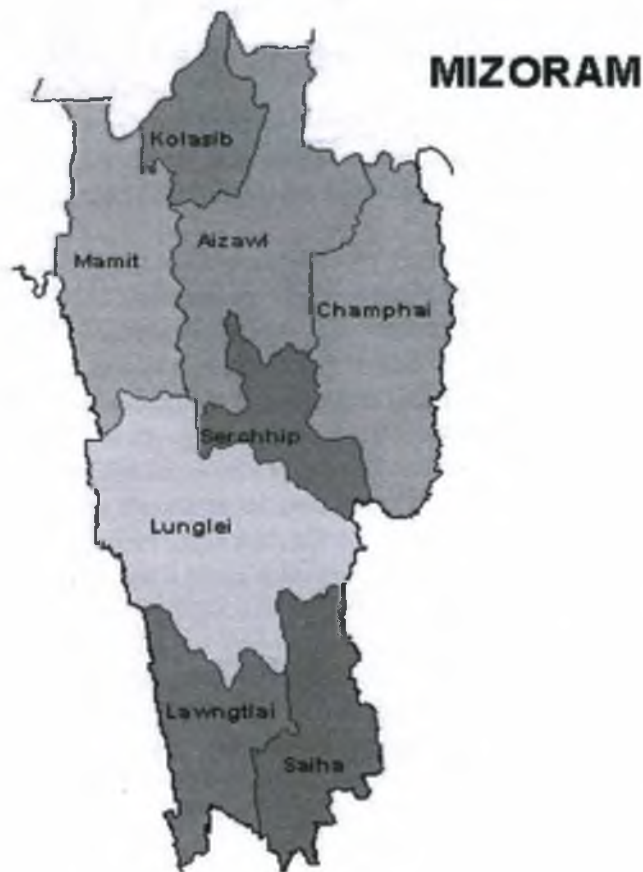


Education Reforms Commission, Mizoram  
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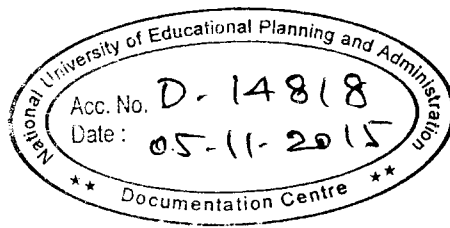
**Education Reforms Commission, Mizoram  
July 2010**



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School Education, Higher & Technical Education



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# EDUCATION REFORMS COMMISSION MIZORAM

**Prof. A.K. Sharma**  
**Chairman**  
**Education Reforms Commission, Mizoram**

Camp Office : C-3, Sector 48  
Noida – 201 304, Uttar Pradesh  
Telephone : (0120) 2571244-5 (R), 98101 95863 (M)  
E-mail : **aksharma.edu@gmail.com**

Esteemed Pu Lal Thanhawla,

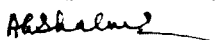
I have great pleasure in presenting to you the Report of the *Education Reforms Commission Mizoram* set up by the Government of Mizoram on 8<sup>th</sup> May, 2009. The Commission, however, commenced its work from 1<sup>st</sup> July, 2009. It is a matter of great credit to the Government of Mizoram to have conceived of setting-up this Commission realizing that education is a key factor which can elevate the status of the people of Mizoram and promote their socio-cultural identity and also equip them to meet the challenges of the times. Education is a unique investment in the present and the future. Its acculturating influence on the society is unquestioned. The issues and concerns deliberated by the Commission which pertain to the multi-dimensional facets of education, if implemented in letter and spirit, will lead to the development of a social polity from which the Mizo society can reap reach dividends. It is bearing on this aspect that the Commission has entitled the Report: *Towards an Enlightened and Inclusive Mizo Society*.

We are convinced that the State must unreservedly commit itself to the task of implementation of the recommendations of the Commission which have emanated from its detailed deliberations and an in-depth analysis of the current situation. The facts and figures available with the Commission unmistakably highlight the urgency of attending to the various recommendations. Needless to say, that all this is needed to be backed-up by adequate financial resources. It is very clear that unless budgetary allocations of the State Government for education are substantially raised, the realization of the aims of education and the ideal of a reformed educational system in Mizoram will continue to elude us. We hope that on the basis of our Report, it will be possible for the Government of Mizoram to undertake, in cooperation with all concerned, necessary steps to reform the education system of the State so as to make it more relevant to both our traditional roots and the present socio-economic needs.

We strongly feel as a Commission that teacher is the pivot of all educational reforms and, therefore, has a cardinal role to perform. The teacher, in return, is expected to dedicate himself/herself to his/her duties and to the improvement of his/her professional competence and career. The raising of the status of the teacher and support to his/her professional growth will go a long way in achieving the intended reforms indicated in the Report of the Commission.

In the end, I would like to put on record my own and my colleagues' sincere gratitude for the support extended by the Government of Mizoram to the Commission during the period of its work.

With profound regards,

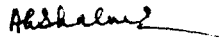


A.K. Sharma

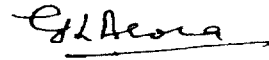
Pu Lal Thanhawla  
Hon'ble Chief Minister of Mizoram

## MEMBERS OF THE EDUCATION REFORMS COMMISSION, MIZORAM

Sl. No.	Name	
1	Prof. A.K. Sharma Former Director NCERT, New Delhi	Chairman
2	Prof. G.L. Arora Former Head Department of Teacher Education NCERT, New Delhi	Member
3	Prof. Ved Prakash Vice-Chairman, UGC New Delhi	Member
4	Prof. A.N. Rai Vice-Chancellor Mizoram University Mizoram	Member
5	Dr. L.N. Tluanga Former Director of Education Mizoram	Member
6	Revd. Chuauthuama Principal Centenary School, Dawrpui Church Aizawl	Member
7	Revd. Dr. K. Thanzauva General Secretary Baptist Church of Mizoram Mizoram	Member
8	Dr. Lalrindiki T. Fanai Associate Professor in English Mizoram University Mizoram	Member
9	Ms. Esther Lal Ruatkimi Secretary to the Government of Mizoram Higher & Technical Education Mizoram	Member
10	Mr. K. Riachho Secretary to the Government of Mizoram School Education Mizoram	Member
11	Prof. S. Hom Chaudhuri Former Vice-Principal Pachhunga University College Aizawl	Member Secretary



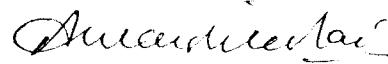
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Prof. G.L. Arora



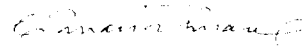
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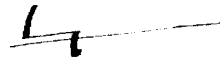
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Revd. Chuauthuama



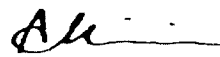
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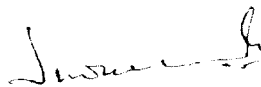
Dr. Lalrindiki T. Fanai



Mr. K. Riachho



Ms. Esther Lal Ruatkimi



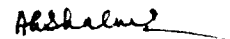
Prof. S. Hom Chaudhuri

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- The Government of Mizoram for setting-up the Education Reforms Commission, comprising Members of outstanding expertise in the field of education.
- Members of the Commission for their insightful contributions to the deliberations on the multi-dimensional educational issues reflected in the Report of the Commission.
- Member Secretary of the Commission for his valuable academic support in ensuring continuous progress of the work of the Commission.
- Contributors to the Sectoral, Thematic and Institutional Papers, which provided valuable information on various facets of education in the State of Mizoram.
- The Heads and the Faculties of the institutions for their interaction, views and suggestions, during the visit of the Commission to the institutions.
- Respondents of all the Questionnaires for their valuable support in providing the data vital for the Commission to understand the current scenario of the State Education System.
- Members of the various delegations which called upon the Commission to give their perspective of the problems requiring attention on the part of the Commission.
- The secretarial support provided by Ms. Sarika to the Camp Office of the Education Reforms Commission at Noida and Ms. H. Lalmawizuali, Computer Assistant, Mr. Lalthakima, Deputy Director (Accounts), Mr. Vanlalruata Pautu, Assistant for the support to the office of the Commission at Aizawl.

The names in respect of the above are acknowledged in the Annexures to the Report.



A.K. Sharma

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## Abbreviations and Acronyms

AEO	Assistant Education Officer
AI	Accredited Institution
AICTE	All India Council for Technical Education
AIFEA	All India Federation of Educational Associations
AIFUCTO	All India Federation of University and College Teachers Organizations
AIR	All India Radio
AIPTF	All India Primary Teachers' Federation
AISTF	All India Secondary Teachers' Federation
ALC	Adult Literacy Centre
ASC	Academic Staff College
BFA	Bachelor of Fine Arts
BHTM	Bachelor of Hospitality and Tourism Management
B.P. Ed.	Bachelor of Physical Education
BRC	Block Resource Centre
BSA	Basic Shiksha Adhikari
BSI	Botanical Survey of India
BSNL	Bharat Sanchar Nigam Ltd.
CADC	Chakma Autonomous District Council
CAU	Central Agricultural University
CBSE	Central Board of Secondary Education
CCE	Continuous and Comprehensive Evaluation
CDC	College Development Council
CE	Continuing Education
CEC	Continuing Education Centre
CEO	Circle Education Officer
CoE	Controller of Examinations
CRC	Cluster Resource Center
CPF	Contributory Provident Fund
CSC	Common School System
CTE	College of Teacher Education
DAE	Department of Adult Education
DDEO	Deputy District Education Officer
DEC	Distance Education Council
DEO	District Education Officer
DGET	Directorate General of Employment and Training
DIET	District Institute of Education and Training
DIS	Deputy Inspector of Schools
DISE	District Information System for Education
DoE	Department of Electronics
DoEACC	Department of Electronic Accreditation of Computer Courses
DONER	Development of North Eastern Region
D.PA.Ed.	Diploma in Performing Arts Education
DPC	Departmental Promotion Committee
DPEP	District Primary Education Programme
D.P.Ed.	Diploma in Physical Education
DRC	District Resource Centre
DSE	Department of School Education
DST	Department of Science and Technology

D.T.Ed.	Diploma in Teacher Education
DTERT	Directorate of Teacher Education, Research and Training
DTH	Direct-To-Home
D.VA.Ed.	Diploma in Visual Arts Education
EBM	Educationally Backward Minority
ECC	Early Childhood Care
ECCE	Early Childhood Care and Education
ECE	Early Childhood Education
EFA	Education for All
EGS	Educational Guarantee Scheme
EoI	Expression of Interest
EP	Equivalency Programme
ERCM	Education Reforms Commission, Mizoram
ETEI	Elementary Teacher Education Institution
EV	Educational Volunteer
EVS	Environmental Studies
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
HBCSE	Homi Bhabha Centre for Science Education
HH	Hearing Handicapped
HSLC	High School Leaving Certificate
HSSLAM	Higher Secondary School Lecturers' Association of Mizoram
HSSLC	Higher Secondary School Leaving Certificate
HR	Human Resource
HRA	House Rent Allowance
HRD	Human Resource Development
IAS	Indian Administrative Service
IASE	Institute of Advanced Studies in Education
IBS	ICFAI Business School
ICAR	Indian Council of Agricultural Research
ICDS	Integrated Child Development Services
ICFAI	Institution of Chartered Financial Analysts of India
ICT	Information and Communication Technology
IED	Integrated Education of the Disabled
IES	Indian Education Service
IGNOU	Indira Gandhi National Open University
ILO	International Labour Organization
IMR	Infant Mortality Rate
IP	Income-Generating Programme
IIPP	Individual Interest Promotion Programme
IIT	Indian Institute of Technology
IT	Information Technology
ITC	Integrated Training Center
ITI	Industrial Training Institute
JNV	Jawahar Navodaya Vidyalaya
JSS	Jana Shikshan Sansthan
KG	Kindergarten
KV	Kendriya Vidyalaya
KVK	Krishi Vigyan Kendra
KVS	Kendriya Vidyalaya Sangathan
MBSE	Mizoram Board of School Education
MES	Mizoram Education Service / Modular Employable Skills

MESLC	Middle English School Leaving Certificate
MFA	Master of Fine Arts
MHRD	Ministry of Human Resource Development
MHSHTA	Mizoram High School Hindi Teachers' Association
MICE	Mizoram Institute of Comprehensive Education
MIE	Mizoram Institute of Education
MIL	Modern Indian Language
MISSTA	Mizoram Secondary School Teachers' Association
M.Lib.Sc.	Master's in Library and Information Science
MMSHTA	Mizoram Middle School Hindi Teachers' Association
MMSTA	Mizoram Middle School Teachers' Association
MNF	Mizo National Front
MoA	Memorandum of Association
MoU	Memorandum of Understanding
M.P. Ed.	Master of Physical Education
MPSC	Mizoram Public Service Commission
MPSTA	Mizoram Primary School Teachers' Association
MR	Mentally Retarded
MSCVT	Mizoram State Council for Vocational Training
MSLC	Middle School Leaving Certificate
MZU	Mizoram University
NAAC	National Assessment and Accreditation Council
NAEP	National Adult Education Programme
NCEC	Nodal Continuing Education Centre
NCERT	National Council of Educational Research and Training
NCF	National Curriculum Framework
NCPCR	National Commission for the Protection of Child Rights
NCTE	National Council for Teacher Education
NCVT	National Council for Vocational Training
NEC	North-Eastern Council
NEHU	North-Eastern Hill University
NERIE	North Eastern Regional Institute of Education
NET	National Eligibility Test
NGO	Non-Government Organization
NH	National Highway
NIOS	National Institute of Open Schooling
NIPCCD	National Institute of Public Cooperation and Child Development
NIT	National Institute of Technology
NITTTR	National Institute of Technical Teacher Training and Research
NLM	National Literacy Mission
NLUP	New Land Use Policy
NPE	National Policy on Education
NSDP	Net State Domestic Product
NUEPA	National University of Educational Planning and Administration
NVS	Navodaya Vidyalaya Samiti
OBC	Other Backward Class
ODL	Open and Distance Learning
OH	Orthopaedically Handicapped
ONGC	Oil and Natural Gas Commission
OSD	Officer on Special Duty
PGT	Post-Graduate Teacher
PLC	Post Literacy Campaign

PPP	Public Private Partnership
PPS	Pupils Per School
PRT	Primary Teacher
PSLC	Primary School Leaving Certificate
PTA	Parent Teacher Association
PUC	Pachhunga University College
PWD	Persons with Disabilities / Public Works Department
QLIP	Quality of Life Improvement Programme
R&D	Research and Development
RFLP	Rural Functional Literacy Programme
RIE	Regional Institute of Education
RIPANS	Regional Institute of Paramedical and Nursing Sciences
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RR	Recruitment Rule
RTE	Right of Children to Free and Compulsory Education Act, 2009
SABE	State Advisory Board of Education
SCERT	State Council of Educational Research and Training
SC	Scheduled Caste
SCTE	State Council of Technical Education
SCTVE	State Council of Technical and Vocational Education
SCVT	State Council for Vocational Training
SDC	Skill Development Centre
SDF	School Development Fund
SDEO	Sub-Divisional Education Officer
SDP	School Development Plan
SEBA	Secondary Education Board of Assam
SES	State Education Service
SGDP	State Gross Domestic Product
SH	State Highway
SIEMAT	State Institute of Educational Management and Training
SLMA	State Literacy Mission Authority
SMC	School Managing Committee
SOS	State Open School
SRC	State Resource Centre
SSA	Sarva Shiksha Abhiyan
SSLC	Secondary School Leaving Certificate
STAM	Science Teachers' Association of Mizoram
ST	Scheduled Tribe
SUPW	Socially Useful Productive Work
TGT	Trained Graduate Teacher
TIFR	Tata Institute of Fundamental Research
TLC	Total Literacy Campaign
TLM	Teaching Learning Material
ToR	Term of Reference
ToT	Training of Trainers
TTI	Teachers Training Institute
UEE	Universalization of Elementary Education
UFMO	United Mizo Freedom Organization
UGC	University Grants Commission
UGTTI	Undergraduate Teacher Training Institute
UK	United Kingdom
UN	United Nations

UNICEF	United Nations Children's Fund
UT	Union Territory
VAEC	Village Adult Education Committee
VCI	Veterinary Council of India
VEC	Village Education Committee
VET	Vocational Education and Training
VFA	Veterinary Field Assistant
VH	Visually Handicapped
VMIS	Vocational Management Information System
VRS	Voluntary Retirement Scheme
WRC	Wet Rice Cultivation
YMA	Young Mizo Association
ZENIC	Zoram Electronics Development Corporation
ZIDCO	Zoram Industrial Development Corporation
ZSI	Zoological Survey of India
ZSS	Zila Shaksharta Samiti

## EXECUTIVE SUMMARY

In order to reform the system of education in the State of Mizoram, the Government of Mizoram set up the Education Reforms Commission to recommend ways and means to raise standards of education and improve its quality. The Commission's terms of reference were wide ranging, covering all sectors of education, namely, pre-school, elementary, secondary, higher and professional education. A wide spectrum of issues including quality of education in relation to academic achievement of students and performance level of schools, drastic reduction of school dropout, development of skills for wage and self-employment through vocationalization of education, rejuvenating curriculum reform process, language development, education in universal human values, overhauling the system of governance, have been reflected upon in the report of the Commission. The very setting up of this Commission is a pointer to the expectations the State has from the reformed system of education in the State. This is one State in the Country which can be legitimately credited with this pioneering decision.

The work strategy adopted by the Commission included commissioning position-cum-issue papers on various sectors of education, thematic concerns needing special attention and the status of educational institutions in the State. In addition to obtaining relevant information and eliciting views and opinions through analytical papers, the Commission collected a lot of information through 25 structured questionnaires on all aspects of education in the State of Mizoram. The other strategy adopted by the Commission was interaction with a stakeholders to add on to its understanding of various issues relevant to education in Mizoram. The Commission also visited institutions to have an actual feel of the ground realities. This included Mizoram University, Colleges of General Education, Teacher Education Institutions, Polytechnics, Industrial Training Institute, SCERT, MBSE and different categories of schools. It studied relevant Acts, Government Notifications, Policy Documents, Reports of Committees and Research Reports.

On the basis of its understanding of issues and concerns of education and its thinking about the possible reform strategies, the Commission has prepared its report which consists of 15 Chapters, including a consolidated summary of recommendations.

Chapter 2 gives an overview of the Mizo Society in *socio-cultural, economic, historical and political perspective*. It briefly describes profile of Mizoram including its climate, flora and fauna, its ethnic profile, festival and dances and the Mizo language, the cultural aspects of the Mizo Society highlighting the role played by *Zawlbuk* and elaborating the concept of *Tlawmngaihna*. An overview of the environmental history of the north-eastern State of Mizoram, India, is presented and the nature of biophysical resources and the influence of human activities are examined. Mizoram is known for its immense biodiversity and comparatively unspoiled natural ecosystems. The management of forests by people and the state is analysed and the system of shifting cultivation is discussed in detail.

Chapter 3 provides an understanding of the evolution of education in Mizoram and gives a relevant preface to the tasks before the Commission. The various milestones in the education development of Mizoram provided the direction of its future growth. The Chapter captures *the history of education in Mizoram* from its start with informal education to the developments in the British period and the pre-union territory period (1947-72), the union territory period (1972-86) and after attaining statehood (1987 onwards). It brings into focus the substantive progress in each period of history referred to above in the growth and development of institutions at school, university, and professional education.



Chapter 4 has attempted *a conceptual framework of educational reform in Mizoram*. It focuses on equipping the Mizo youth to excel in various walks of life at the national and international levels; striving for emotional integration with the rest of the country while safeguarding the Mizo identity; striving for modernization through development of scientific temper among students along with respect for wholesome traditions of the Mizo society; inculcating social, cultural and moral values of the Mizo communities along with secular values enshrined in the Indian Constitution; ensuring inclusive and balanced development among different socio-economic groups, ethnic groups and geographical regions; and building a strong foundation for the scientific, technological and industrial development in the state.

Chapter 5 deals with *school education and its concerns and imperatives*. It has discussed the need for bringing the structural aspects of school education to be brought in line with the national pattern of five years of primary, three years of upper primary (together 8 years of elementary), two years of secondary, and culminating with two years of higher secondary education. This conformity will facilitate the state in streamlining the national priorities particularly emanating from *Right of Children to Free and Compulsory Education Act, 2009*.

The importance of pre-school education is brought to the center stage of the entire spectrum of school education by recommending that pre-school education of 2 years' duration is included as an integral part of formal primary education before the child enters Class I. The role of SCERT to shoulder the development of institutional capacity and for maintaining database and conducting research relating to different aspects of ECCE are emphasized.

The school system in Mizoram suffers from a large number of small schools which are found to be non-viable. The State is expected to examine on case to case basis the existence of such schools and initiate merger, amalgamation or continuation on the basis of school based or location based criteria. The schooling system in the State is to be reorganized to ensure that a school starts with Class I and goes upto the highest class which is of the stage namely, primary schools (Classes I to V), upper primary schools (Classes I to VIII), secondary schools (Classes I to X) and higher secondary schools (I to XII). The *Right of Children to Free and Compulsory Education Act, 2009* has already come into force with effect from 1<sup>st</sup> April, 2010. The State has to draft rules based on the Model Rules prepared by the Central Government to implement the provisions of the Act. All schools in the State will have to follow system of affiliation which should be a pre-requisite for grant of permanent recognition of the school by the MBSE. The unplanned expansion of higher secondary education will also have to be reviewed by the State within an assigned timeframe and an estimate be made of the existing as well as the prospective schools for their optimum level of functioning.

Vocational education has been a top priority in school education but the manner of its implementation has been more of a setback to the scheme rather than putting it on a firmer footing for achieving the goals of our economy. While steps are recommended for making vocational education a meaningful reality as a part of formal school. It has also been suggested to establish separate vocational schools fully equipped with physical and human resources to offer need based vocational programmes.

Schools of special category like the Kendriya Vidyalayas, Jawahar Navodaya Vidyalayas, Sainik School, Sports School can go a long way in giving a facelift to education for the Mizo youth. Not only it is hoped that the existing schools in this category will be strengthened, it is also suggested to explore setting up more schools in each category, based on the needs of the State and the provisions under each scheme.

The modality of Open and Distance Learning (ODL) has a lot to offer for strengthening education to the un-reached and to provide opportunities for vocational education at the time, place and pace convenient to the learner. A closer network with the National Institute of Open Schooling (NIOS) needs to be established and the programmatic design improved with use of technology to provide a better ambience to the vocational education programmes.

Chapter 6 highlights the *concerns of curriculum* which are at the heart of any educational reform and the orientation to be provided to the society. The key importance of the ECCE to highlight the subsequent life time trajectories of children has been discussed in detail in regard to nature of curriculum relevant to the ECE. The SCERT has to play the role of the nodal agency for the development of curriculum and capacity building of ECE teachers.

The implications of the three language formula have been emphasized with Mizo, Hindi, and English given their due place and importance. In keeping with the national pattern, Hindi should be a compulsory subject upto Class X beginning from Class V or VI. English, however, will be taught from Class I. Language laboratories to facilitate teaching and learning of English may have to be set up to develop effective communication skills, especially when the professional competence of the teachers teaching English is not of an appropriate quality. These laboratories may respond to the needs of a cluster of schools and may be located appropriately. Mizo, Hindi and English have to be appropriately placed in the curriculum as recommended.

The study of social and natural environment has to become center stage at the primary level and should preferably be treated in an integrated manner. However, subject specificity can take its roots at the upper primary stage of elementary education, the Commission felt.

Unfortunately the fear associated with mathematics and science requires more innovative approaches to the teaching of these subjects through pattern recognition and a focus on concepts by involving children through activity based learning using a constructivist paradigm. Children's interest in science should be developed through encouraging participation in experimentation, problem solving, decision making exercises, making such interventions closer to the contextual environment of the child. The availability of science and mathematics kits to the schools can be made possible by involving the ITIs and polytechnics to fabricate them, based on the prototypes developed by the NCERT. The existing science curricula developed by the SCERT/MBSE should be re-examined to ensure that the focus is more on the processes of science rather than the product of science. The school textbooks should be subjected to a mechanism of review from the stand point of national integration and to ensure that they conform to the values enshrined in the Constitution of India.

Art education, health and physical education and work education should be brought to the center stage of school curriculum in the interest of a holistic development of the child. In no case these curricular areas should play a second fiddle to the other major curricular areas of school education.

Any reform in education is intimately related with the reforms in the area of examination and evaluation. No public examination upto the elementary stage, that is, Class I to Class VIII should be conducted in view of the provisions contained in Section 29 of the RTE Act, 2009. This implies much greater accountability on the part of the school and the teachers to pay serious attention to continuous and comprehensive evaluation spread over the total instructional time. Grading system should be implemented at all levels of school education in scholastic as well as non-scholastic areas of school curriculum.

Chapter 7 deals with all issues related to *educating teachers* to enable them perform the role expected of them. Teacher is the kingpin of the total educational reform process. Institutions like the DIETs, and CTEs need to be strengthened both in terms of human and physical resources to perform a role expected of these institutions of teacher education. The quality of the existing programmes needs to be improved by these institutions and new programmes included in their future calendars. These institutions need to be given enhanced and greater autonomy by the nodal institutions under whom these institutions function.

The SCERT has been visualized to perform a significant role in the field of education in Mizoram. Therefore, its total reorganization has been planned with the faculty profile becoming commensurate with the new responsibilities. The SCERT is suggested to be modelled on the lines of NCERT so that a meaningful partnership and networking can be made possible in the spirit of meaningful partnership between the State and the Central technical resource institutions. The pace-setting role of State level institutions like SCERT, MBSE, CTE, DIETs, Mizoram Hindi Training College have been highlighted.

Chapter 8 deals with *teachers and teacher organizations*. The problem of under qualified teachers is sought to be addressed through strategies like a special voluntary retirement scheme devised with suitable incentives for the teachers, schemes for academic updating of teachers not opting for VRS through the modality of ODL. The problem of untrained teachers is sought to be addressed in a variety of ways including non-relaxation in RRs for future appointments, facility for their professional training through a variety of modes and approaches, and finally stopping altogether the appointment of untrained teachers.

There should only be three cadres of teachers namely, PRT, TGT, and PGT. The PRT cadre should also include ECCE teachers. The headmasters and teachers should be provided opportunity for upward mobility from a lower cadre by fixing a certain percentage of positions in the higher cadre for the teachers of the lower cadre. The ban on new recruitments and also recruitment against vacant positions needs to be immediately lifted and the practice of contractual appointment of teachers stopped except in exceptional circumstances. A cell within MPSC should be established to handle recruitments for the Department of Education.

The shortage of science and mathematics teacher is sought to be addressed through modalities including introducing science stream in at least 50% strategically located higher secondary schools and undergraduate colleges, provision of well equipped science laboratory, separate hostels for boys and girls for outstation students, reserving 20% seats for science stream in D.T.Ed. and B.Ed. programmes, incentive of a monthly stipend of Rs.500 to 1,000/- and assurance of employment immediately after completion of the professional programme.

The shortage of qualified Hindi teachers is sought to be addressed through ways including making it a compulsory subject upto Class X for which the syllabi and textbook should be specially designed in sync with ethos of the Mizo society, including Hindi as an elective subject in the higher secondary curriculum, ensuring at least 20% higher secondary schools and degree colleges to make provision for the teaching of Hindi as an elective subject, creation of an appropriate number of positions of PGTs in Hindi.

The continuing professional development of school and college teachers requires separate budget heads in the budget of the Department of Education, provisions of study leave, grants, and participation in seminars, conferences etc. In this connection a modest sum of Rs.50 lacs should be provided every year in the budget of the Department of Education.

A Teachers' Welfare Fund may be established with an initial corpus of Rs.5 lacs with an annual contribution of Rs.50,000/-. The fund is recommended to be non-lapsable.

In order to address teachers' grievances expeditiously, a grievance Redressal mechanism is recommended to be established at the State, District, and Sub-division levels. The State Government should evolve a code of professional ethics for teachers by constituting an expert group. A template of this code for school and college and university teachers is provided.

Chapter 9 deals with *rejuvenating higher and professional education* and it is recommended that the State Government should appoint a Task Force to examine the viability as well as desirability of a college with enrolment of less than 200. The task should include exploring ways and means to increase the student enrolment and merging the unviable colleges with better functioning nearby colleges. The acceptance of academic and examination reforms as mandated by the UGC should be effectively implemented under the guidance of the Mizoram University. The State Government should mark 20% of budget of higher education for the upgradation of infrastructural and instructional facilities in the colleges. The college development council of the Mizoram University should conduct inspections of colleges on regular basis and the Government should take effective steps to make up deficiencies. It should be mandatory for the colleges to seek NAAC accreditation.

A Coordination Committee under the Chairmanship of the Chief Minister be setup to guide and monitor expansion of professional education in the State involving representatives from MZU, NIT, CAU, NEC, and ICFAI. The department of higher and technical education of the state may function as the secretariat of this Committee.

Chapter 10 deals with *engaging adults in education and literacy*. The State Literacy Mission Authority (SLMA) which has been lying dormant may be immediately revived to give the needed boost to adult education and literacy programmes. Critical posts in the Directorate of Adult Education should be restored and a thorough assessment of the on-going programmes be conducted and a follow-up plan of action drawn for improving the internal efficiency of the management system and establish linkages with the other departmental agencies for coordinated programme of skill development of youth and adults.

Chapter 11 examines issues related to *vocational education and training*. It is recommended that at least one ITI be established in each district of the State. In addition to the trades offered in the existing ITIs, new vocational courses relevant to the needs of the Mizoram should be developed and offered in the ITIs. The system should be further expanded by establishing at least 4 more polytechnics in districts other than Aizawl and Lunglei. Two of these polytechnics may be designated as community polytechnics. In addition, vocational schools should be set up in those districts where polytechnics are not being established. At least 2 community colleges be established in Mizoram to offer programmes which can lead to employment of Mizo youth both in and outside Mizoram.

Chapter 12 examines issues related to *private sector in education*. In this connection, the Commission has suggested that like Government and Government aided schools, it is imperative that the private unaided school should also be continuously monitored through introducing a system of panel inspection and by taking effective measures to check exploitation of teachers in private schools, facilitating removal of financial constraints of private schools through charging fees commensurate with facilities provided. The grant-in-aid may be 75% initially to be gradually raised to 95% depending on the performance of the school. The State Government should initiate steps which will minimize the need for hiring contractual teachers. In respect of private sector in education various models of public private partnership be adopted.

Chapter 13 deals with the *educational governance in Mizoram*. In this connection, the foremost concern is to enhance the status of the SCERT so that it is at par with the other wings of the Department of Education and its Director should be equal in rank and status with other Directors of the department. The SCERT may function as a separate wing of the Department of Education under the direct supervision of the Education Secretary. It may have its executive Committee under the Chairmanship of the Education Secretary. It should be bestowed with responsibility of curriculum development for pre-primary and elementary stages.

The academic and research wing of the MBSE should be strengthened and mechanism evolved to identify most competent persons for the positions of the President, the Secretary, and the Controller of the examination in the MBSE. A Managing Committee should be appointed for every school, the State Government should frame rules specifying the composition, functions and power of SMC. Norms and standards for schools should be evolved and the notified norms should form the basis of the school development plan by the SMC. The norms of recognition and affiliation of schools should be revisited by the MBSE. The State Government should initiate appropriate action for the constitution of a specialised Mizoram Education Service (MES).

Chapter 14 deals with *financing education in Mizoram* which is a very critical and basic area for ensuring development of education in Mizoram. The State Government should encourage private service providers to setup institutions of higher learning offering programmes that are not available in the existing institutions. Self financing programmes which could be introduced in undergraduate colleges should be identified and the colleges should be permitted to retain 50% of the fees received from students for creation of new infrastructure maintenance of the existing infrastructure and the other developmental activities.

The percentage of expenditure on salaries should be gradually brought down to 80% so as to raise developmental expenditure to 20%. The State should gradually increase allocation for education, ensure maximum utilization of central resources, evolve alternative strategies for generation of additional resources, seek private participation in the expansion of educational facilities and gradually increase expenditure on developmental activities. The State Government should appoint a Task Force to examine the issue of fees at the undergraduate level and recommend the new fee structure.

## CHAPTER 1

### TERMS OF REFERENCE OF THE COMMISSION AND WORK STRATEGY

#### 1.1 Introduction

In view of the important role of education in the transformation of the human resource in the pursuit of excellence and in achieving social and economic development, the Government of Mizoram considered it imperative to make a comprehensive review of the educational system in the State of Mizoram in its entirety. As the various parts of the educational system strongly interact with and influence one another, the Government was of the view that the exercise needed a comprehensive survey and imaginative look at education in its totality and not fragmented into parts and stages. Such a review, the Government of Mizoram felt, would help the State in rejuvenating the entire system of education and also ensuring its balanced and holistic development in future.

Accordingly, in order to reform the system of education in the State, the Government of Mizoram set up the Education Reforms Commission (ERCM) *to recommend ways and means to raise standards and improve quality in all sectors of education*, namely, pre-school, elementary, secondary, tertiary, professional and technical. The Commission's Terms of Reference (ToRs) (**Annexure 1.1**) as per Notification No. B 12012/1/2009 dated 8<sup>th</sup> May 2009 are stated below:

- (i) To examine the current status and condition of education in Mizoram which would cover all aspects of education such as – pre-school education, elementary education (primary and middle levels), secondary education (high school and higher secondary levels), higher education and technical education;
- (ii) To examine the position in particular as how to improve the quality of education in order to make the students competitive for world-level education and employment;
- (iii) To examine different Acts, Rules, Regulations and others governing the operation of education in Mizoram;
- (iv) To focus on how to reduce student drop-out rates in Mizoram and also how to improve the quality of education in order to make the students employable at any levels, whether they pass or fail the given course of study;
- (v) To review and find ways of improving the role of Mizoram Board of School Education, State Council of Educational Research and Training, Mizoram, Indira Gandhi National Open University Study Centre at Aizawl, State Advisory Board of Education;
- (vi) To suggest ways to re-structure the Government organizational structure at all levels from pre-school education to higher education by making all necessary changes, including recruitment processes and other allied matters;
- (vii) In short, to examine and suggest ways and means to offer quality education affordable to the poor, and to find a solution to the increasing unemployment through reform of education in Mizoram.

The Commission commenced its work with its first meeting held at Aizawl from June 8-11, 2009. The Commission met the Secretaries and Directors of School Education, and Higher and Technical Education in the chambers of the Hon'ble Minister of School Education, Mizoram, Pu Lalsawta. The broad directions of the expectations from the Commission were given by the Hon'ble Minister. This was followed by an interaction session with the Hon'ble Chief Minister of

Mizoram, Pu Lal Thanhawla, in his chambers. *The Hon'ble Chief Minister emphasized that "the tasks before us are enormous and will be fraught with challenges and difficulties, for the state of our educational system is now more or less in shambles, and will have to be rebuilt and reformed almost from scratch." He fervently hoped "to see that the Mizo youth compete with the best and are gainfully employed within and outside Mizoram by providing them affordable quality education".* He expected that the Education Reforms Commission would play a major role in this noble endeavour of the Government of Mizoram. He made several observations which he felt that the Commission would keep in mind during the course of its work. In his address to a large gathering at Vanapa Hall (**Annexure 1.2**) where the members of the Commission were introduced, the Hon'ble Chief Minister touched upon a wide spectrum of issues such as the following:

- (i) "Though there are bright students who have done very well and also some schools which have performed surprisingly superb, the quality of education available in Mizoram is not world-class. There is immense scope for improvement."
- (ii) "Most of the students who have completed Class X, College and even University education remain unemployed. The simple reason is that what they have learnt in school, college and university is not in demand in the market. Recognizing that there cannot be any guarantee that each and every educated person can be provided Government jobs, it is expected that the skills they learn must be sufficient to make them employable in private sectors, or at least help to make them self-employed."
- (iii) "Even though most of the students read and pass their respective Examinations in the schools, colleges and even universities, still they do not write and speak English, Hindi (and even Mizo language) well enough to venture outside the state and into the wider world. They must be taught to be self-confident and well equipped to face the challenges of this world."
- (iv) "The high number of drop-outs and the unemployed are potential social problem-creators in Mizoram. There are a number of schools without a single successful candidate in this year's High School Leaving Certificate (HSLC) Examination, and this poses a serious danger of increasing the number of drop-outs to an alarming proportion. These drop-outs and the unemployed may be tempted to involve themselves in undesirable life style which may be harmful for themselves and their families in particular and the society and the State in general. Whereas it is indeed on the agenda of the Government to find prospects for the successful students, it is more urgent an agenda to take care of the dropouts and failed students whose number constitutes a high percentage of the students each year."
- (v) "The Department of Education needs complete, or at least massive overhauling. It is unfortunate to see that almost all segments or levels of studies, right from primary school level to higher and technical education levels are at cross-purposes with one another, with each considering the others as potential rivals in the road to promotion. This is mainly because Mizoram has perhaps a weak system of education which may need correction. *Drastic and even revolutionary measures of reforms* are expected to be recommended by the Education Reforms Commission."
- (vi) "There must be a way to make the studies simpler, more easily understood and less cumbersome so that the students need not learn by rote, but by understanding their lessons and reproducing what they have learnt in their own way. This by no means advocates lower level of quality in the education. The Education Reforms Commission should investigate why *Mathematics* and *Science*, which are no doubt important subjects, have been perceived as the stumbling blocks as these two subjects which are compulsory part of the school curriculum contribute to a high percentage of drop-outs and social desperadoes. Either they may be made *optional subjects* or there should be a way to make them easily understandable subjects."

- (vii) The Hon'ble Chief Minister said that he was privileged, and even proud, to say that he would not be too demanding in asking for a fair deal for the Mizo youth, who he believed are second to none, and are as gifted and as eager to learn as are the Americans, the Japanese, the Koreans, the Germans and so on, and are by no means inferior to any other race in the world. In fact, he firmly believed that "our youth can take on the world if only they are provided quality education". While saying this, he did not, in any way, mean or attempt to undermine the contributions of the dedicated team of officers, teachers and other functionaries of the State Department of Education. In fact, he took this opportunity to thank all of them for what they have achieved through the years, in the face of daunting challenges such as their being constantly burdened with election duties, the loss of dignity they have suffered on account of their not being well provided materially. There is, however, still plenty of room for improvement to make Mizo students world-class, and exhorted that all must ceaselessly work together to achieve this goal.
- (viii) The Commission may address the problem of unemployment by recommending ways and means to have the kind of education in which not only those who pass the required examinations, but even those who are unable to succeed, are taught the necessary skills to fend for themselves on how to earn their livelihood through vocational studies during their school days. A small percentage of Classes XI and XII students are being offered vocational courses such as Medical Laboratory Technician, Horticulture, Sericulture, etc. It is unfortunate that students who pass these vocational courses cannot find employment, which suggests that the courses they have studied either lack rigour or further arrangements are required to make them employable.
- (ix) There is an equal concern not only for the improvement of the quality of education, but also with what the students should learn in the schools besides academic and vocational skills. Schools should be the place for inculcation of moral values such as ethics, dignity of labour and acquiring the right perspectives towards fellow citizens and society. Also, sufficient awareness of the challenges of global warming, with all its implications and related issues, preservation of the eco-system and other real urgent issues facing mankind should be properly imparted to the students because as human beings, the alarms that are constantly ringing in our ears cannot be ignored. Human beings have been reposed this sacred and monumental task to preserve all forms of life including those of the trees and grasses which give us supply of oxygen that we breathe, the Hon'ble Chief Minister emphasized.
- (x) This monumental task of reforming education in Mizoram which is now entrusted to the Chairman and the Members of the Education Reforms Commission is one achievement the Government is going to be exceedingly proud of, said the Hon'ble Chief Minister. "It is a matter of conviction that each member of the team, who, in spite of his/her busy schedule, is sparing his/her valuable time to be a committed member of the Commission for the obvious reason that he/she considers the job important for posterity, of not only Mizoram but also the rest of the nation."

The inaugural address provided a clear-cut perspective to the work of the Education Reforms Commission and augured well for the educational development of the State of Mizoram. A wide spectrum of issues such as the following emerged from the Chief Minister's address for deliberation by the Commission:

- (i) *Quality of education in relation to academic achievement of students and performance levels of schools.*
- (ii) *Drastic reduction of school drop-outs by appropriate educational interventions to prevent swelling of the rank of educationally deprived.*



- (iii) *Education for development of skills leading to employability as well as for generating self-employment.*
- (iv) *Approaches for meaningful vocationalization of education.*
- (v) *Curricular reform in all aspects and particularly to bring science and mathematics to the centre-stage by improving its quality.*
- (vi) *Skills of communication in languages: Mizo, English, Hindi.*
- (vii) *Competitiveness among the Mizo youth to strive for excellence.*
- (viii) *Focus on education in universal human values.*
- (ix) *National and international concerns on preservation of the eco-system.*
- (x) *Overhauling of the system of governance of education.*

The Commission had also the privilege of an interactive session with His Excellency, the Governor of Mizoram, Lt. Gen. (Retd) M.M. Lakhera who expressed his keen interest in the work entrusted to the Education Reforms Commission set up by the Government of Mizoram. He also shared his personal perceptions about several concerns of education which he felt, if adequately addressed by the Commission, would go a long way in improving the quality of education in the State. He made particular mention of the needed focus on vocational education programmes and the need for identifying the areas of employment for the youth in the State. He referred to the initiatives of the Oil and Natural Gas Commission (ONGC) in the State and the employment opportunities and the new areas of educational curriculum that it will generate for the school and university level courses. He made particular reference to vocational courses with reference to some local contexts, including floriculture, herbal plantations, horticulture, which have potential for turning the Mizoram economy. Setting up of a Horticulture Mission and a Bamboo Mission are indicative of the potential of economic development they offer in the State. The possibility of non-conventional energy resources also could be tapped. If proper surveys of employment areas could be undertaken and vocational training programmes of varying durations organized, alongwith dissemination of success stories in the field, the State will be well set on the path to progress, His Excellency, the Governor of Mizoram said.

The concerns mentioned in the foregoing paras are elaborated in different Chapters of the Report.

## **1.2 Modalities of the Commission's Work**

In order to fulfill its mandate, the Commission defined the outline of its tasks as enumerated below:

- (i) Identification of problems, concerns and issues of education in the State of Mizoram using the work strategy outlined in Section 1.4.
- (ii) Analysis of the problems identified in the field of education in order to tentatively formulate appropriate solutions and remedies.
- (iii) Intensive and critical examination of the tentative formulations through various techniques including analysis of educational discourse and consultations with experts and stakeholders of all categories and at all levels.
- (iv) Formulation of the recommendations based on the consensus evolved through widespread interaction and consultation with regard to the identified issues.

***The tasks mentioned at (i) to (iv) were undertaken in the sequence in which they have been listed. In fact, they represent the distinct phases of the Commission's work.***

### 1.3 Work Strategy

In order to accomplish the tasks mentioned above, the Commission adopted multiple strategies for each task. For example, the first task, that is, the identification of problems and issues, was accomplished by adopting the strategy of commissioning the preparation of Position Papers on situational analysis of the state of education in Mizoram.

### 1.4 Commissioning Position-cum-Issue Papers

In order to understand the problems and issues of education in the specific context of Mizoram, in-depth and critical analysis of the current situation was necessary. One of the strategies to accomplish situational analysis was formulation and execution of analytical and evaluative studies on different aspects/themes/issues of education. Such studies were undertaken by experts individually or in groups who were identified for this specific task, and this led to the development of position-cum-issue papers. In this connection, the ERCM had the benefit of the following categories of position papers:

#### 1.4.1 Sectoral Papers

Each sector of education has its own problems, issues and priorities which may be different from those of the other sectors. The pattern of growth and development trajectory in the future in each sector is also specific to the needs and demands of the sector and, therefore, the specificities in respect of different sectors needed to be highlighted in the papers. The following papers in this category were commissioned:

- SP - 1 Pre-School Education in Mizoram
- SP - 2 Elementary Education in Mizoram
- SP - 3 Secondary/Higher Secondary Education in Mizoram
- SP - 4 Tertiary Education in Mizoram
- SP - 5 Technical, Vocational and Professional Education in Mizoram
- SP - 6 Teacher Education in Mizoram

#### 1.4.2 Thematic Papers

The ERCM commissioned experts from Mizoram to get the following papers prepared, focusing on the contexts relevant to Mizoram:

- TP - 1 The Mizo Society: Socio Cultural, Economic and Political History
- TP - 2 History of Education in Mizoram
- TP - 3 Curriculum, Syllabi and Textbooks at the School Level
- TP - 4 Evaluation System at the School Level
- TP - 5 Language Education in Schools
- TP - 6 Science Education in Schools
- TP - 7 Mathematics Education in Schools
- TP - 8 Social Science Education in Schools
- TP - 9 Health and Physical Education in Schools
- TP - 10 Art Education in Schools
- TP - 11 Work Experience and Vocational Education in Schools
- TP - 12 Teachers and Teacher Organizations
- TP - 13 Educational Scenario in the North-Eastern Region
- TP - 14 Adult Literacy and Life long Education

TP - 15	Role of Private Sector in Education
TP - 16	Open and Distance Learning in the Context of Mizoram
TP - 17	Financing of Education in Mizoram

### 1.4.3 Institutional Papers

As a part of its work, the ERCM undertook study of the working of important educational institutions in the State of Mizoram to ascertain their contributions to the advancement of education on the one hand and to understand their problems and difficulties on the other. As a first step towards undertaking this task, the Commission approached the institutions concerned to share their perceptions with it in the form of a paper in which the institution may spell out its objectives, organizational structure, programmes and activities, achievements and shortfalls, future plans, etc. In this regard, the following institutions were approached for profiling their contributions to the development of education in Mizoram:

- IP - 1 Mizoram Board of School Education (MBSE)
- IP - 2 State Council of Educational Research and Training (SCERT)
- IP - 3 District Institute(s) of Education and Training (DIETs)
- IP - 4 Government College of Teacher Education (CTE)
- IP - 5 Mizoram Hindi Training College
- IP - 6 Mizoram University
- IP - 7 Institution of Chartered Financial Analysts of India (ICFAI) University

The names of experts who contributed to the preparation of Sectoral, Thematic and Institutional Papers is given in **Annexure 1.3**.

## 1.5 Information through Structured Tools of Data Collection

In addition to obtaining relevant information and eliciting views and opinions through analytical and reflective papers, a lot of information was collected with the help of 25 structured instruments. The list of Questionnaires developed in this regard is given below:

- (i) State Advisory Board of Education (SABE)
- (ii) School Administration in Mizoram
- (iii) (a) Status of School Education in Mizoram – I
- (iii) (b) Status of School Education in Mizoram – II
- (iv) Primary Education in Mizoram
- (v) Upper Primary (Middle) Education in Mizoram
- (vi) Implementation of the *Sarva Shiksha Abhiyan (SSA)* in Mizoram
- (vii) Secondary Education in Mizoram
- (viii) Higher Secondary Education in Mizoram
- (ix) School Education in the Private Sector in Mizoram
- (x) Inspections in Schools in Mizoram
- (xi) Industrial/Vocational Education in Mizoram
- (xii) Technical Education in Mizoram
- (xiii) SCERT
- (xiv) MBSE
- (xv) DIETs
- (xvi) CTE, Aizawl
- (xvii) Mizoram Hindi Training College, Aizawl
- (xviii) North-Eastern Regional Institute of Education (NERIE) and Professional Development of Teachers in Mizoram

- (xix) Higher Education Administration in Mizoram
- (xx) Status of Higher and Professional Education in Mizoram
- (xxi) Higher Education in Mizoram
- (xxii) Tertiary Education in Affiliated Colleges in Mizoram
- (xxiii) University Education in the Private Sector in Mizoram
- (xxiv) Contribution of Indira Gandhi National Open University (IGNOU) in the Educational Advancement of Mizoram
- (xxv) Financing of Education in Mizoram

The above mentioned Questionnaires are given in **Annexure 1.4**.

## **1.6 Participation and Involvement of Stakeholders**

The other strategy adopted by the Commission was interaction with a variety of resources to add on to the stock of its understanding so vital for the work of the Commission (**Annexure 1.5**). A list of some such resources is the following:

- (i) Inviting critiques/memorandums/observations from general public, teacher organizations, Non-Government Organizations (NGOs), Parent Teacher Associations (PTAs), Student organizations, teachers, parents, etc.
- (ii) Taking cognizance of newspaper articles, news stories, letters to the Editors.
- (iii) Interaction with eminent citizens, groups of stakeholders.
- (iv) Organization of expert group meetings/seminars on identified issues and the import of recommendation towards the final stages of the work of the Commission.

## **1.7 On-Campus Interaction with the Faculty, Officials and Students**

To clarify certain aspects of the information received through the position papers and the Questionnaires, and to obtain additional information, wherever necessary, the Commission visited some institutions in each category to have an actual feel of the ground realities. The institutions visited by the Commission included Universities, Colleges of General Education, Teacher Education Institutions, Polytechnics, Industrial Training Institutes (ITIs), SCERT, MBSE and government/aided/unaided schools at different levels.

The names of the institutions visited and the academic staff interacted is given in **Annexures 1.6A and 1.6B**.

## **1.8 Analysis of Documents**

A lot of information was obtained through the study and analysis of relevant Acts, Government Notifications, policy documents, reports of committees on education-related matters, research reports, etc. More specifically, the study of the following documents was useful for the work of ERCM:

- (i) Mizoram Education Act and Rules
- (ii) MBSE Act and Rules
- (iii) ICFAI Act and Rules
- (iv) Mizoram University (MZU) Act and Rules
- (v) Research Reports on Mizoram Education by Ph.D., M.Phil, M.A./M.Ed Scholars, to the extent available
- (vi) Research Reports prepared by SCERT, MBSE, NGOs, etc.
- (vii) Curriculum, syllabi and text books published by MBSE

- (viii) Annual Reports of Education Department, SCERT, MBSE
- (ix) Perspective Plans submitted under Centrally Sponsored Schemes like *Sarva Shiksha Abhiyan (SSA)*, Teacher Education, etc.
- (x) Reports prepared by SSA, National Council of Educational Research and Training (NCERT), National Council for Teacher Education (NCTE), National University of Educational Planning and Administration (NUEPA), etc.

## 1.9 Preparation of a Discussion Document

Based on the issues identified in the Sectoral, Thematic, and Institutional Papers referred to in the earlier sections as well as analysis of 25 Questionnaires dealing with different aspects of education, a Discussion Paper was prepared which highlighted the following issues for discussion in the Commission and with other stakeholders.

### *Section I: School Education*

- (i) Educational Structure
- (ii) Stage Specific *versus* Comprehensive School
- (iii) Academic Session
- (iv) Small-Sized Schools
- (v) Under-qualified Teachers
- (vi) Shortage of Science and Mathematics Teachers
- (vii) Hindi Education in Mizoram
- (viii) Teacher Recruitment Policy
- (ix) Public Examinations
- (x) Grading and Semester System
- (xi) Neglected Areas of School Curriculum
- (xii) Governance Issues – State Level
- (xiii) Mizoram Education Service (MES)
- (xiv) Education Code / Manual
- (xv) SCERT
- (xvi) DIETs
- (xvii) Mizoram Education (Inspection of Recognition Schools) Rules, 2008

### *Section II: Higher Technical and Professional Education*

- (xviii) Improving access, equity and enrolment
- (xix) Diversification of both basic and market-oriented curricula
- (xx) Mobilization of resources to increase State Gross Domestic Product (SGDP) expenditure on higher education
- (xxi) The scope of Public Private Partnership (PPP) in higher education
- (xxii) Criteria for tuition fees both in public and private institutions to make higher education easily affordable
- (xxiii) Overcoming the shortage of teachers in higher education
- (xxiv) Promoting industry-institution partnership
- (xxv) Introducing academic reforms like semester system, choice-based credit system, grading, internal assessment, question banking, examination reforms, etc.
- (xxvi) Promoting research in higher education
- (xxvii) Mandatory assessment and accreditation of institutions of higher learning

## **1.10 Internet Connectivity and the Commission's Work**

The methodology involved in the work of the Commission was greatly facilitated by internet connectivity. The Chairman and the Members of the Commission were available on-line for consultations and exchange of tasks to be carried out. The meetings of the full Commission were accordingly organized when enough number of issues had been identified for collective decision making. The meetings of the Commission were held at Aizawl from June 8-11, 2009, October 19-23, 2009, February 8-13, 2010, May 18-22, 2010 and July 29-30, 2010 (prior to submission of the Report).

The Commission had detailed discussion on each one of the issues in its 2<sup>nd</sup> and 3<sup>rd</sup> meetings and arrived at possible recommendations discussed in various chapters where the issues could be best integrated for the purpose of the Report. Simultaneously, during the 2<sup>nd</sup> and 3<sup>rd</sup> meetings of the Commission, a number of institutions were visited for detailed interaction with the faculty to elicit their response on the issues culled out of the Sectoral, Thematic, and Institutional Papers, and Questionnaires mentioned in the earlier sections.

## **1.11 Report of the Commission**

The Report of the Commission maintains a clearly defined framework of presentation. Each Chapter of the Report provides relevant connectivity to the Chapters that follow in terms of the concerns that need to be deliberated towards formulation of the recommendations of the Commission. The mandate to the Commission as outlined in the ToRs has been deliberated in detail and the recommendations appropriately incorporated in the different Chapters of the Report. While Chapter 1 provides the approach the Commission adopted for its work, Chapters 2, 3, and 4 provide the conceptual basis for restructuring and rejuvenating the existing system of education in Mizoram. Chapter 4, in fact, highlights the concerns which give the Mizo society a proper blend of their traditions, aspirations and projections towards a future which gives them national and international recognition. The parameters of educational reforms outlined in Chapter 4 have to be translated into action through the content and process of education. The entire spectrum of school education from pre-school onwards is discussed in Chapter 5. The content of school education and its effective transaction in the classroom determines its quality and Chapter 6 deals with this aspect. The teacher is the pivot of the educational edifice. Chapters 7 and 8 bring out the multidimensional roles expected of the teacher, the modalities of teacher education, teacher status and his/her personality as a professional. Upon school education rests the entry to higher education and diversification to vocational and professional areas. Chapter 9 focuses on all such aspects which can lead the Mizo society to economic growth and development and preparation towards a global competitive society. The role of adult education and literacy is a contributing factor to the education of the children at all rungs of the society and Chapter 10 addresses these concerns. The concerns related to work and education interface including vocational education and training in the context of a knowledge society is given in Chapter 11. The emergence of private sector and its role in education is stated in Chapter 12. Unless the system of governance in education is updated and modernized, the system loses its resilience to perform optimally. Chapter 13 deals with the issues which can elevate the concerns of governance. And finally, the availability of financial resources so vital for achieving the goals set for transformation of the Mizo society through education is discussed in *Chapter 14: Financing Education in Mizoram*. A summary of recommendations is included in Chapter 15. An Executive Summary of the Report is also included.

## 1.12 Mizoram's Pace-Setting Vision

Mizoram with its own culture, language and diversity and its Education System is a sub-system of the National System of Education. After independence of India, a number of efforts have been made to address various problems in the Indian Education System and it is worth mentioning Commissions such as the University Education Commission (1948-49), the Secondary Education Commission (1952-53), the Education Commission (1964-66), the National Commission on Teachers on School and Higher Education (1985), and, of course, the National Policy on Education (1986/1992) which provided significant directions to the nation's educational development although the implementation of the recommendations of these Commissions have varied levels of success. Recently, the Indian Parliament enacted the *Right of Children to Free and Compulsory Education Act (RTE Act) 2009* for children in the age group 6-14 years which has come into force with effect from 1<sup>st</sup> April, 2010. The Education Reforms Commission Mizoram has given due thought on the implications of implementing the provisions of the Act. The very fact that the Government of Mizoram has set-up a State-level Educational Reforms Commission is a pointer to the expectations they have from the reformed system of education in the State. This is one State in the Country, which can be legitimately credited with this pace-setting vision.

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## CHAPTER 2

### THE MIZO SOCIETY: SOCIO-CULTURAL, ECONOMIC AND POLITICAL PERSPECTIVE

#### 2.1 Education and Society

The evolution and growth of any society, through its various interventions in the development process influences education which, in turn, is influenced by the development process. All aspects of the society have an impact on the system of education. The values its stands for and the pangs undergone in socio-cultural economic and political development, all have a bearing on education. This Chapter gives an overview of the Mizo society in socio-cultural, economic, historical and political perspective.

#### 2.2 Mizoram : An Introduction

Mizoram, the southernmost State of north-eastern India, covers a total area of 21,081 sq. km. Its 1,014 km-long international boundaries touch the neighbouring countries of Bangladesh in the west and Myanmar in the east and the south. The Indian states of Manipur, Assam, and Tripura are located on its north-east.

The eastern half of the State can be classified as a mountainous terrain region. The overall relief in this region is higher and the slopes are much steeper than in the western half. The altitude here ranges from 400 to 2,157 m. The western part of Mizoram, covering half of the area of the State, depicts characteristic ridge and valley type of topography. The relief is low and rises higher towards the east. The flat lands of the State are mostly located in the midst of hills and narrow valleys. These flat lands cannot be grouped as occupying a distinct region. A land of steep hills and deep gorges, Mizoram's highest peak Phawngpui (The Blue Mountain) rises to a height of 2,165 m. Important rivers that flow through this hilly State are Tlawng (longest river, 185.15 km), Tuirial, Tuivawl, Chhimtuipui and Khawthlangtuipui.

Mizoram is a land of great natural beauty, an endless variety of landscape with rich flora and fauna (section 2.2.2), clusters of whispering pines and quaint villages with houses on stilts. The State animal of Mizoram is *Saza* (Serow), the State bird is *Vavu* (Hume's bartailed pheasant), the State flower is *Senhri* (Red Vanda) and the State tree is *Herhse* (*Mesua Ferrea*/Nahar).

The state is subdivided into eight districts, viz., Kolasib, Mamit, Aizawl (capital), Champhai, Serchhip, Lunglei, Lawngtlai, Saiha. The population of the State stood at 8,91,058 (female 4,31,275; male 4,59,783) (Census 2001) and the literacy of 88.5%, is the second highest among all the states of India, after Kerala.

Some basic information about Mizoram is given in Table 2.1.



**Table 2.1: Mizoram at a Glance**

Population (Census 2001)	8,91,058
Males	4,59,783
Females	4,31,275
Sex Ratio (females/1000 males); National 933	938
Density of Population (persons/ square km)	42
Urban Population %	49.5
Literacy Rate (Census 2001) in %	88.49
Male Literacy in %	90.7
Male Literate in numbers	3,50,105
Female Literacy in %	86.7
Female Literate in numbers	3,11,340
Birth Rate (per 1000)	19.66
Death Rate (per 1000)	3.72
Infant Mortality Rate (per 1000 live births)	13.92
Net State Domestic Product (NSDP) at current prices, Rs. (in crores)	3,261.57
Per Capita NSDP at current prices, Rs.	30,292
Area (sq. km.)	21,087
No. of Districts	8
No. of Divisions	26
No. of Sub-Divisions	23
Autonomous District Councils	3
No. of Villages	
Total	783
Inhabited	698
Sectoral Distribution (%) of economy	
Primary	37
Secondary	15
Tertiary	48
Work Participation Rate; National 39.26%	52.70% (of total population of State)
Net sown area	65,000 Hec.
Average size of operational holding	1.38 Hec.
Forest cover	62%
Maternal mortality per thousand	0.30
Marriage Age (Average)	
Male	22
Female	19
Life expectancy	
State	61
Rural	60
Urban	62

Source: <http://mizoram.nic.in>  
<http://healthmizoram.nic.in>

### 2.2.1 *The Climate of Mizoram*

The climate of Mizoram is moderate, cool and pleasant throughout the year but during the months of May-September, the state receives south-west and north-east monsoon with an annual rainfall of 200-250 cm. Rainfall is generally evenly distributed. Mizoram, on the whole, gets an average rainfall of about 300 cm, with Aizawl town having 238 cm and Lunglei 317.8 cm. The temperature varies from 20°-30° C during summer, 11°-21° C during winter (which lasts from December-February) and the relative humidity varies from 70-80%. The upper reaches of the hills are usually cool while the lower reaches are relatively warm and humid. Storms break out during March-April.

### 2.2.2 *Fauna and Flora of Mizoram*

The north-east is a biogeographical "Gateway" for much of India's fauna and flora and, as a consequence, is one having the richest biological value. Knowledge of the faunal resource of the State of Mizoram was scanty and no detailed systematic scientific inventory of the faunal wealth was attempted earlier. It is for this reason, that the scientists of the Zoological Survey of India (ZSI) conducted a detailed study of the State. The study focuses on nearly 1,468 species belonging to 891 genera under 295 families, of which insects alone form 37% with 520 species; the next abundant group is the birds with nearly 370 species and subspecies distributed in the State.

The mountainous terrain of tropics, undulating hill ranges, rivers, lakes and moderate climate with an annual rainfall of around 250 cm contribute significantly to the floristic diversity of the State. The vegetation of the State is divided into four types based on the nature of forests, viz., tropical, wet evergreen and semi evergreen, montane subtropical, temperature and bamboo forests. The floristic diversity as recorded by the Botanical Survey of India (BSI) (1999) comprises 2,141 species of flowering plants (angiosperms-monocot, dicot), 6 species of gymnosperms and 211 species of pteridophytes.

### 2.2.3 *Ethnic Composition*

Historically, the people of Mizoram came from the so-called Sinlung located on the banks of the Yalung River in China, and, therefore, Mongoloid in origin, similar to that of many tribes of the northeastern Indian states. The earliest Mizos who migrated to India were known as *Kukis*, the second batch of immigrants was called *New Kukis*. The *Lushais* were the last of the Mizo tribes who migrated to India. The Mizos are divided into numerous sub-tribes - *The Lushei, Hmar, Ralte, Paihte, Mara, Lai, etc.*

About 87 per cent of the population of Mizoram is Christians; a majority of them are Protestants. There are also Buddhist (8%), Hindu (3.5%), and Muslim (1%) minorities. The nomadic Chakmas practice a combination of Hinduism, Buddhism, and Animism.

The Mizos were introduced to Christianity by the missionaries of the Welsh Presbyterian Mission and Baptist Missionary Society from the United Kingdom. In the beginning, William Williams, a Welsh missionary from the Khasi Hills visited Mizoram, followed by the pioneer missionaries F.W.Savidge and J.H.Lorrain sent by Arthington Aborigines Mission who came by a small boat through Chittagong Hill tracts from Bangladesh, and landed in Mizoram in 1894. It was due to their tireless efforts that Christianity took roots in Mizoram. The year of their arrival in Mizoram is recognized as the beginning of the Gospel. The churches in Mizoram celebrated the first Gospel Centenary in 1994.

The Church today is involved in social transformation through Education, Medical work, Relief and Development and also in generating employment. About 3,000 persons are employed in various denominational churches in Mizoram.

## 2.3 Cultural Aspects of the Mizo Society

### 2.3.1 Festivals and Dances of Mizoram

Festivals and dances of the Mizos have a unique tribal flavour. As Christians, Christmas and the New Year's Day are celebrated as the most popular occasions. *Chapchar Kut* (in March), *Pawi Kut* (in December) and *Mim Kut* (in September) were also important festivals in the past which are still celebrated with popular community programmes. The most popular dances of Mizoram are *Cheraw* (Bamboo dance), *Khuallam* (dance for visitors or guests), *Chheih Lam* and *Solakia* or *Sarlamkai* (prevalent among the *Mara* and *Pawi* tribes).

It is extremely difficult to draw any boundary between culture, religion and customs of any tribe as they are inseparably intertwined. Like any other tribe, the Mizos were nomadic tribes wandering from place to place. It is commonly assumed that they lived on the fringe of the Han people in China in the 17<sup>th</sup> Century A.D and moved down to Myanmar and finally settled in the present habitat after they drove the other tribes who had gone ahead. *Jhuming* (slash and burning of forest) is a part of nomadic people's life.

*The hill people have kept alive their rich cultural heritage, colourful customs and lively traditions. An interesting tradition amongst the Mizos is the observance of the code of ethics which revolves around **tlawmngaihna**, an untranslatable term which means that every Mizo is duty bound to be hospitable, kind, unselfish and helpful to the poor and the needy (see Section 2.3.5).*

### 2.3.2 Language

The present Mizo language belongs to the Indo-Tibetan language group spoken by about 6,000 people as given in the first Census 1901. In the language spoken by different tribes, there are dialectical differences, but they could, to some extent, be understood by the different tribes. At the close of the 19<sup>th</sup> century, when the British missionaries arrived in Lushai Hills, the *Duhlian* dialect was mainly used by the *Sailo* Chiefs and their subjects. The missionaries picked up the *Duhlian* dialect and created alphabets for the development of Mizo language and literature.

*Looking at the issue of language from the perspective of culture and identity, the language should be kept alive and developed. On the other hand, the Mizo language spoken by about one million population shall never become a technological language, nor a business language in India. This raises questions about the medium of instruction in the educational institutions. This aspect will be discussed in Chapter 6: School Curriculum: Concerns and Imperatives.*

### 2.3.3 Village Community

The Mizo society was based largely around tribal villages. The Chief, in consultation with a group of *Upas* (elders), ran the administration of the village. Although each village maintained its own autonomy, there was a net of the ruling clans like the *Sailo*, the *Zadeng*, the *Fanai*, the *Chenkual*, etc. The British did not attempt to bring about any radical

change in the village administration; instead they made use of the existing system for their governance. It was with the Independence of India *that radical changes in the system of governance were brought about. With the introduction of democracy, the Chieftain system was abolished and a system of Village Council was introduced.*

#### 2.3.4 *The Mizo Zawlbuk*

The Mizo *Zawlbuk* (Bachelor's Quarters) was usually constructed by the voluntary labour of the village community. It was usually located in the heart of the village, near the Chief's house. In the *Zawlbuk*, all the young men slept at night. In some big villages, each locality, usually inhabited by the people of the same clan, had a separate *Zawlbuk*. The *Val upa* (senior bachelors) were responsible for the administration of *Zawlbuk* to arrange for all works to be done by the inmates in the event of war, death, protection of wild animals and accidents of the villagers. They made decisions concerning the admission of the boys into full membership. They also appointed three or four monitors to look after the boys and ensured that the boys did their duties.

Discipline was strictly enforced in all the *Zawlbuks* and no interference from outside in their affairs was tolerated, except by the Chief who might call the *Val upa* and discuss the affairs of the *Zawlbuk*. The Chief alone was allowed to throw a stone on the roof of the *Zawlbuk* to caution the inmates in the event of noisy or unpleasant scene. Theft from a home in the community was regarded as a disgrace and the punishment was a fine of Rs.40 (at that time), regardless of the article stolen, which had to be returned. If a boy overheard a conversation between two young men in the *Zawlbuk* and repeated it outside, he was fined Rs.5 (at that time) unless he was so young as to be considered incapable of knowing that he had committed an offence. Drunkenness in a *Zawlbuk* was strictly prohibited.

The functions of the *Zawlbuk* were multiple. The main functions may be briefly described as (a) Protection of the Village, (b) Training Young People (c) Discussing Common Issues and (d) Recreation and Fellowship.

##### (a) *Protection of the Village*

The primary function of the *Zawlbuk* was to ensure the security and peace of the village. In the situation of inter-village feuds, sudden attack of wild animals upon their domestic animals and human beings as well, an institution like the *Zawlbuk* was a social necessity to ensure the security of the village. It enabled young men to keep vigil and protect the village at night. It also kept them assembled, as it were, for emergency to attend to the needs of the village such as going to a distant village in the event of death and serious sickness, to call the relatives of sick persons and to render service in the event of storm or fire.

##### (b) *Training Young People*

The *Zawlbuk* was essentially a training institute for young men and boys to learn the art of wrestling, singing, dancing, oratory, handicrafts and technique of war; for instruction about sex, manners, traditions, customs and etiquette. *It was a tribal education institution which provided different kinds of training necessary for villagers to live in the society and be self-sufficient. The Zawlbuk education aimed at all-round development of the young persons.*

(c) *Discussing Common Issues*

The *Zawlbuk* provided villagers a forum to discuss various issues pertaining to village welfare, security, relationship, hunting, inter-village feud, *jhum* cultivation, and their own history. The village elders used to come in their free time to share their experiences with the bachelors and chit chat with them; sometimes they narrated to them their myths about *tlawmngai* (persons and heroes of the village or tribe). It was in the *Zawlbuk* that they discussed, debated and resolved certain issues.

(d) *Recreational Centre*

It was in the *Zawlbuk* that villagers gathered together to sing, dance and do wrestling. Village comedians would tell funny stories and make all kinds of fun by acting and imitating others. Over and above these, strangers from other villages who had no friends or relatives in the village were usually entertained in the *Zawlbuk* of the village and the news of the neighbouring villages was shared by the visitors to the inmates. When the first missionaries came to Mizoram, it was in the *Zawlbuk* that they often preached the Gospel and taught Christian hymns.

*The Zawlbuk as a tribal education institution has a lot of elements which need to be welded into any reformed education system in Mizoram. This would lead to the preservation of the cultural principles which have survived the Mizo Society. This aspect will be considered while discussing school curriculum and its transactional strategies.*

### 2.3.5 *Zawlbuk and Tlawmngaihna*

The fundamental principle of a *Zawlbuk* was *tlawmngaihna*. Here *tlawmngaihna* was theoretically taught and practically demonstrated in all the activities. It was in the *Zawlbuk* that *tlawmngai* (persons who practised *tlawmngaihna*) were recognised and venerated. The *Tlawmngai No* (a cup of rice beer) was instituted to be presented to the *tlawmngais*, in a special function or in a social drink, in honour of the contribution and sacrifice one had made for the community as a whole and for individual members of the community who were in need of help.

The term *Tlawmngaihna* literally means resistance to seeking help from others, instead the focus is on helping others who are in need. The emphasis is on a denial of self rather than an effort to be independent. The purpose of this self-denial is to serve the community as well as helping any person in the community who is really in need of help. It is an act of charity wherein self-interest is subordinated to the interest of the community, and the self sacrifice for the need of others is to come in spontaneously as a natural part of one's life. *Tlawmngaihna is the social principle as well as the norm for good conduct of the people in the community. The tribal moral ethos is based on good deeds for the welfare of the community, on putting the interest of the community above one's own individual interest.*

Thus *Tlawmngaihna* embraces various types of human qualities and activities, and manifests itself in various forms and aspects of community life which can be summed up as "community over self." It is because of *tlawmngaihna* that every one tries to be self-sufficient in order to avoid receiving help from others. *Tlawmngaihna* lies at the basis of the Mizo attitude to life. In war or peace, in private or public life, the Mizos are guided by the

spirit of *tlawmngaihna*.

*Tlawmngaihna for the Mizos is not merely a belief and practice of the past, existing as an ideal in the dreams of nationalists and social workers, it is still a motivating force for social actions and Christian charitable works today. Though tlawmngaihna is the latent motive of social service even today, there is a general feeling among the Mizo people that its spirit seems to be fading away. A reconstruction as well as re-interpretation of tlawmngaihna in today's social and economic context is necessary to meet the challenges of the changing situation. The reformed system of education in Mizoram should become the instrument of the re-interpretation of this ideal.*

## **2.4 Political History of Mizoram**

Little is known of Mizoram's early political history. Between 1750 and 1850, the Mizo (formerly called *Lushai*) tribes migrated from the nearby Chin Hills and subjugated the indigenous population; these similar tribes were assimilated into their own society. The Mizos developed an autocratic political system based on hereditary Chieftainhood.

The tribes of Mizoram remained unaffected by foreign political influence until the British annexed Assam in 1826 under the Treaty of Yandabo. During the next decades, the Mizos raided the British territory of Assam which led to occasional punitive expeditions by the British. Although not formally annexed until the early 1890s, the region had come under the British control two decades earlier. The British divided the Mizo community for their administrative convenience into Burma (now Myanmar) and India; while almost half of the population lived in Myanmar, a larger community lived in India. For the first few years after the British annexation, Lushai hills in the north remained under Assam while the southern half remained under Bengal. Both these parts were amalgamated in 1898 into one district called Lushai Hill District under the Chief Commissioner of Assam. Under the British administration, the Chiefs used to run the administration. In addition to the collection of paddy by the Village Chief, a land tax of Rs.2/- (at that time) was also collected from every house-hold. In those days, the land tax caused the father of the family to leave home for a week or two to earn some money to be able to pay the land tax.

Mizoram was divided into several administrative circles. To coordinate the administration and collect the tax, several Circle Inspectors were appointed to oversee the Circle assigned to them.

With the Independence of India, political consciousness developed among the young educated people. Three political options were offered, namely to join either the Indian Union or Burma (Myanmar) or to opt out from either of them and to remain as Crown Colony of the British. The Mizo Union which was formerly known as the Commoner Party against the ruling Chiefs opted for joining the Indian Union whereas the United Mizo Freedom Organization (UFMO) opted for joining Burma. Although the political objective of joining the Indian Union was opting for democracy, democracy did not become a political slogan. The slogan was, in fact, doing away with Tax and Collection of Paddy by the Chiefs. That really appealed to the Mizo People and the Mizo Union consequently became the leading political party.

With the implementation of the North-Eastern Reorganization Act in 1972, Mizoram became a Union Territory and as a sequel to the signing of the historic Memorandum of Settlement between the Government of India and the Mizo National Front (MNF) in 1986, it was granted Statehood on 20<sup>th</sup> February 1987 (as per the Statehood Act 1986) and thus became the 23<sup>rd</sup> State of the Indian Union.

Mizoram has a single-chamber Legislative Assembly of 40 seats. The State sends two members to the Indian Parliament: one to the Rajya Sabha (upper house) and one to the Lok Sabha (lower house). The State has eight districts, 23 sub-divisions, 3 Autonomous District Councils (Table 2.1). Mizo and English are the official languages of the State.

#### 2.4.1 *Autonomous District Councils*

According to the provision of the Sixth Schedule of the Constitution of India, three groups of minorities – *Mara, Lai, and Chakmas* – were given Autonomous District Councils in the southern part of the State to look after their interests and welfare. These Autonomous District Councils came into existence in 1972 when the Mizo District Council was dissolved and the *Pawi – Lakher Regional Council* was split into three Districts Councils, namely: *Mara, Lai* and *Chakma* District Councils. The Autonomous Districts Councils are provided with certain powers by the Sixth Schedule of the Indian Constitution and have full authority over the management of Primary Education with effect from 1980 and Middle School Education with effect from 1998 within the area of their jurisdiction. However, in actual practice, the Department of Education of the State continues to play significant administrative and academic role in the field of Primary and Middle School Education in the Autonomous District Councils. In fact, all Education Rules and Regulations are also made by the Department of Education and the powers of the Autonomous District Councils are restricted since the State Department of Education exercises control over the final allocation of funds.

## 2.5 **Mizoram Economic Scene**

The increasing network of road communication within the State is gradually linking up the remote corners of the State. Three National Highways (NHs), connecting the neighbouring States of Assam, Manipur, Tripura and Nagaland, two State Highways (SHs) and a number of Major District Roads, Other District Roads and Village Roads have increased the mobility of people of Mizoram. All the Block headquarters and major habitations have interconnected ‘Surface Roads’. The World Bank-funded Mizoram State Roads Project is nearing completion. The implementation process of this Rs.5,380 million project started in April 2002. Two major components of this project are:

- Improvement and upgradation of Aizawl-Thenzawl-Lunglei Road (165 km) and construction of Aizawl by-pass (13 km).
- Rehabilitation and maintenance of 7 selected roads (total 300 km). The seven roads are (i) Kawlkulh-Ngopa-Tuivai Road, (ii) Khawzawl-Biate Road (iii) North Vanlaiphai-Chekkawn Road (iv) Lungsen-Chawngte Road (v) Haulawng-Dawn Road on N.H. 54 (vi) Damdai-Sialsuk Road and (vii) Thuampui-Selesih Road. Aizawl- Lunglei road is going to reduce the distance by 70 km and journey time by 3 hours. Travel cost by public transport is going to be reduced by 25%. Along the project corridor, hotels and roadside markets are springing up. Impact on rural economy is perceptible.

Within five years, the state expects to generate power enough to set right the demand supply mismatch to the tune of 36 MW.

The economy of Mizoram is based on *jhuming*, the slash and burning of the jungle in which rice cultivation is done. Rather than rotating the crops, the *jhum* is rotating at the interval of seven years approximately.

There are not many major industries in the State due to lack of mineral resources, transport, communication and infrastructure. Industries in the State are mostly cottage industries of handloom, handicraft and bamboo products. Mizoram has plenty of raw materials for industry mostly from forest, agriculture and horticulture, but that has not been properly exploited for boosting the economy. The State Government announced New Industrial Policy of Mizoram in 2000 for rapid industrial development in the State. Two important corporations - Zoram Industrial Development Corporation (ZIDCO) and Zoram Electronics Development Corporation (ZENIC) – have been set up to promote industrial development in the State.

Agriculture and allied activities constitute the mainstay of the economy; 72.92% of the workers depended on this primary sector in 1981. In 1991, this proportion came down to 65.99%. The sectoral annual growth rate between 1970-71 and 1984-85 revealed that the rate of growth of this primary sector was (-) 0.03%. Shifting cultivation with shortened land use cycle, and lack of thrust in the potential horticultural activities resulted in stagnation. The State still has to import bulk of its food requirements from other States. Capital formation through generation of surplus in the production of goods and accumulation and investment of the surplus for continuous growth of production of goods is pretty weak. Between 1999-2000 and 2006-07, the aggregate rate of growth of economy was 5.71% (at constant prices). The rate of growth of the primary sector during this period has been positive but tardy (0.79%).

The political change process since 1972 opened up new avenues of employment. With the expansion of public administration and other services, the demand for various categories of personnel increased and the education system responded by rapid expansion. Between 1970-71 and 1984-85, the annual growth rate of the tertiary sector was 6.21% as against the aggregate rate of growth of 3.69%. This sector has almost reached a saturation point. Between 1999-2000 and 2006-07, this sector showed an annual growth rate of 6.48% (at constant prices).

Objective analysis of various sectors of economy tend to suggest that the primary sector holds the key to the economic regeneration of Mizoram since it has the potential for expansion. *“The rate of its growth should be accelerated so that it can generate enough surplus for its growth and that of the other sectors. And since the productivities of most of the important crop, measured in terms of yield per hectare as well as productivity per worker are low and generally below the national average, there is a vast scope for growth and expansion of this sector.”* Horticulture has a tremendous potential. It has its roots in tradition. According to the State estimate, *“Out of the total area of Mizoram of 21 lakh hectares, potential area, that is, gentle to moderate slope available for horticultural plantation, is around 4.40 lakh hectares. The existing areas under Horticulture (25,000 hec.) account for 5.68% of the total potential areas. Hence, there is a vast scope for further horticultural activities in Mizoram.”* The State Horticulture Department is currently engaged in a programme of horticulture development with substantial financial assistance from the Technology Mission of the Government of India as a part of the primary sector regeneration programme of North-East India. Floriculture has been another emerging economic activity in recent years (Draft Annual Plan 2009-10, p.23).

## **2.6 New Land Use Policy**

The present Government, on assuming office in December 2008, planned a programme of activities called ‘New Land Use Policy’ (NLUP) to progressively wean away *Jhumia* families from destructive *Jhum* practices and open opportunities for more productive and sustainable livelihood options. Incidentally, of the estimated 1,84,854 households, 79,960 households are engaged in shifting cultivation. While 8,889 are doing Wet Rice Cultivation (WRC) or terrace cultivation, 3,479 are engaged in both *jhum* and WRC practices (Statistical Handbook, Government of Mizoram, 2008). For the five years (2009 10 to 2013-14), activities under the NLUP are going to



be: Agriculture, Horticulture, Sericulture, Fishery, Animal Husbandry, Soil and Water Conservation, Micro-enterprises, Handloom and Forest (Bamboo)-based activities. Detailed proposal for all these activities with physical and financial targets has already been worked out.

*The foundations for economic development of the State has to be deeply rooted in the system of education from school to higher, technical and professional education. Introduction of work-education interface at the school stage, across curricular areas, with focus on vocational education needs to be planned meticulously. Reorienting higher education to prepare the human resource to handle various sectors of Mizoram economy will require priority attention. These concerns are deliberated in the subsequent chapters.*

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## CHAPTER 3

### EDUCATION IN MIZORAM: IN RETROSPECT

#### 3.1 Introduction

An understanding of the evolution of Education in Mizoram provided a relevant preface to the tasks before the Commission. The various milestones in the educational development of Mizoram provided the direction of its future growth and is appropriately reflected upon in various Chapters of the Report.

#### 3.2 The Beginnings: Informal Education

A glimpse of the life of the Mizo society as presented in *Chapter 2: The Mizo Society: Socio-Cultural, Economic and Political Perspective* reveals that the villagers adopted a very close-knit community life. It is understood that strong community ties and such life styles are a characteristic of tribal culture. Although *there was no formal education and no schools in those days*, young boys had to go through quite rigorous training and discipline at home and in the village community through the institution of the *zawlbuk* which was a learning centre for young men. Very strict discipline was maintained in the *zawlbuk* for the inculcation of the moral ethics based on *tlawmngaihna*. *The kind and range of activities carried out under the aegis of the zawlbuk served to a great extent as an informal education for the young men.* There were fairly clear distribution of duties and responsibilities in the family and the community for boys and girls, young people, women and men.

As for the girls, they were trained at home by the mother and other womenfolk of the family in various chores like cooking, washing, cleaning the house, drawing water from a distant water source, various steps of threading and weaving, grinding paddy with special sticks, sifting the mixture of rice and chaff in a specially woven bamboo sieve to separate them. Another important training for the girls/young women was to collect firewood from the jungle/forest which involved acquiring special skills for chopping and cutting wood and bringing home the firewood so collected in a special basket by head load. *It is evident that the girl child was confined to household chores and her education was related to her capacity in performing such tasks as defined for her by the community. This stereotyped distribution of functions between the male child and the girl child need to be changed through the instrumentality of education so that the perspectives of gender equality take roots.*

At the top of Village Administration, was the Chief with his 'Cabinet' of Elders responsible for all aspects of administration with full powers. *To complete the team of administrators, there was the Khawchhiar (Registrar) responsible for keeping vital statistics and related data. This was done even before they knew how to read and write because counting was firmly established among the Mizo people even before they became literate.*

#### 3.3 British Period

Formal education came to the *Lushais* (Mizo people) through the Christian missionaries. It all started with the visit to Aizawl (then spelled *Aijal*) of the Rev. William Williams of the Welsh Calvinistic Methodists' Foreign Mission from the *Khasi Hills* to *Lushai Hills* in March 1891, who was allowed to stay only for a month. He preached the Gospel to the *Lushais* through a *Khasi* interpreter. On his return, he made appeals to his Mission leaders to adopt *Lushai Hills* as a mission

field for which he volunteered himself to be sent to *Lushai Hills*. Unfortunately, he did not live long enough to carry forward his mission.

Three years later, Mr. Robert Arthington sent two pioneer missionaries from England, Rev. J.H. Lorrain (*Pu Buanga*) and Rev. F.W. Savidge (*Sapupa*) who arrived in *Aijal* on 11<sup>th</sup> January, 1894. *This date is still commemorated by the Mizo people as the "arrival date of the Gospel" in Mizoram.* They began to preach the Gospel in right earnest; but they soon learned from their experience that conversion to Christianity through the medium of a foreign tongue was the most difficult job. They, therefore, devised a system to reduce the Mizo language to writing by using the Roman script. This was a providential departure from an earlier attempt to use the Bengali script to decipher the *Lushai* language. *This became the foundation and origin of all formal education in Mizoram.* They translated hymns, and some books of the New Testament from the Bible into *Lushai* language. They also started a school on April 2, 1894 but this was closed down again before they left Mizoram. They did devote themselves later, on their return to Mizoram, to fully complete, their literary works by writing and producing '*A Grammar and Dictionary of the Lushai Language*', which later on became one of the strong foundations of education in Mizoram.

In August 1897 came Rev. D.E Jones (*Zosaphluia*) of the Welsh Calvinistic Methodists' Foreign Mission and he worked, together with the two pioneers, for a few months before the latter left for England in December 1897. On 15<sup>th</sup> February 1898, in celebration of his twenty-eighth birthday, Mr. Jones opened a school on the verandah of his own house located in an area now known as *Mission Veng* in *Aijal*. *This was the first school of formal education in Mizoram which continued, grew and developed into a full fledged properly recognized school.* Later in 1898, Rev. Edwin Rowlands (*Zosaphthara*), an experienced teacher, sent by his own Mission, joined Mr. Jones who then took over the charge of education from him. *This was how formal education began in Mizoram under the care of the Missions and since then remained under the missionaries throughout the British period.*

### 3.3.1 *Missionary as Honorary Inspector of Schools for Mizoram*

In February 1904, the Chief Commissioner of Assam, Sir Bonfyld Fuller visited *Aijal* and inspected the School run by the Welsh Missionaries. He was so impressed and delighted that he decided on the spot that the Government school for the military children established in 1893 should be handed over to the Missions with effect from 1<sup>st</sup> April, 1904; and he appointed Rev. Edwin Rowlands, as the first Honorary Inspector of Schools, for the whole of *Lushai Hills*. *This was a momentous decision. From that year onwards, till the taking over of the schools by the Government of Assam and subsequently by the District Council, Christian Missions were the official agencies of education among the Lushais for about 50 years.*

### 3.3.2 *Opening of First High School in 1944*

Proposals for opening a High School at *Aijal* were made and submitted to the authorities from time to time; but, for many years, the British Government turned a deaf ear to them. When a new Superintendent, Mr. McDonald, joined in 1943, he readily agreed to the proposal. So the first High school in Mizoram, called the **Mizo High School** was opened at *Aijal* in February 1944. The school was placed under the management and control of the Christian mission. A Welsh Missionary, Rev. B.E Jones, the then Honorary Inspector of Schools was the first Headmaster who was succeeded by Rev. J M Lloyd when Mr. Jones left Mizoram the following year. The first batch of 27 students appeared for the Matriculation examination under the Gauhati University in 1948, of whom 20 passed. In 1950, the school was taken over by the Government of Assam and it was located at *Thingpui*

*Huan Tlang* (tea garden hill) on the northern edge of *Aijal* town after the 'hill' was renamed "McDonald Hill". This hill happened to be the very place where the first two missionaries lived in a small thatched house in 1894.

### 3.3.3 *Opening of Middle Anglo-Vernacular Schools*

It was also in the same year 1944, which happened to be the Golden Jubilee year of the coming of the Gospel to Mizoram, that the Welsh Mission took a decision to open Middle Anglo Vernacular schools in some selected strategic interior villages. The first one\*, opened in 1944, was located at *Sialsuk* village under the Headmastership of Elder Ch. *Pasena*, the leading educationist of the day who was trained in the United Kingdom (UK). Because of the 2<sup>nd</sup> World War, the Teacher Training School in Aizawl had to be closed down and this enabled Mr. *Pasena* to head the new Middle Anglo-Vernacular School at *Sialsuk*. The following year in 1945, some five more such schools were opened in various selected villages such as *Champhai*, *Sialhawk*, *Saitual*, *Bukpui* and *Reiek*; a few more followed in the succeeding years. *These schools were later taken over by the Government of Assam and continued to serve as leading educational institutions of Mizoram.*

## 3.4 **Pre-Union Territory Period (1947-72)**

Mizoram (*Lushai Hills*) remained one of the districts in the State of Assam even after independence of India, till it was raised to the status of a Union Territory (UT) in 1972.

### 3.4.1 *Elementary Education under District Inspector of Schools*

In 1952, direct responsibility of supervision of Primary and Middle Schools in the Mizo District was undertaken by the Government of Assam. For this purpose, the post of Deputy Inspector of Schools (DIS) was created in the same year. The first incumbent joined duty in May 1952. The DIS exercised academic control over those institutions, besides being directly responsible for the supervision and control of primary and middle schools.

### 3.4.2 *Primary Schools under the District Council*

The Mizo District Council under the Sixth Schedule of the Constitution of India was set up in 1952. The supervision and general administration of primary schools were passed on to the District Council on July 21, 1961. This responsibility was discharged through an Education Officer appointed by the District Council. *This brought about direct intervention of government in the field of education through appointment of primary school teachers.* This state of affairs continued till Mizoram became a UT in 1972. It may also be mentioned that, side by side, several primary schools were still under the administration of the Church and were handled by the missionaries. *However, the Church Court resolved in 1964 to hand over all their primary schools to the District Council.*

### 3.4.3 *Increase in the Number of Educational Institutions*

There was a rapid increase in the number of primary and middle schools during this period. Several high schools were also opened with the initiative of the public in which the salaries of the teachers were met from donations raised by the respective Village Councils and the school buildings were constructed for which free labour was provided by the public. Besides the high schools, some colleges were also started in Aizawl and elsewhere. The first

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\* One of the members of the Education Reforms Commission, Mizoram, Dr. L.N. Tluanga, happened to be among the first batch of Class IV students in this school!

College was opened in 1958 at Aizawl under the Principalship of a Roman Catholic missionary, Bro. Godfrey. The college was named *Pachhunga Memorial College* in honour of the donor, *Pu Pachhunga*, the acknowledged richest man in Mizoram for many years. In all, there were only three colleges in Mizoram before it became a UT in February 1972.

#### 3.4.4 *Strengthening of Educational Administration and Teacher Education*

A Basic Training Centre and Normal Training Centre were established at Aizawl in 1953 and 1970 respectively. To strengthen the administrative and supervisory functions, two more Deputy Inspectors of Schools were posted – one at *Lunglei* and the other at *Saiha* in 1956 and 1971 respectively, and a post of Assistant Inspector of Schools was created and an incumbent placed in position by 1963.

#### 3.4.5 *Insurgency and Uncertainty*

The simmering discontent, resulting in Mizo National Front (MNF) uprising in 1966, severely disturbed the rhythm of life in the hills. Education virtually came to a standstill for some time. Many Mizos left their homes and those who could afford fled to places like Shillong in Meghalaya, Guwahati in Assam and various towns and villages in the NC Hills, and Manipur. Many schools in the interior villages had to be closed down because of insurgency. *In the midst of all these turmoils, some semblance of education was carried on, and various Board and University examinations were conducted under special arrangements.*

#### 3.4.6 *A New Chapter of Hope and Challenge*

After six long years of darkness and despair, a light dawned for the suffering and helpless villagers in Mizoram when in February 1972, the Government of India raised the political status of Mizoram to a UT with Legislative Assembly having 30 seats. This was a very important new chapter in the history of Mizoram and very much so for education also. The District Council Act was revoked and all Primary Schools run by the Mizo District Council were taken over by the Government with effect from 29<sup>th</sup> April, 1972. As a result, all the teachers of Primary Schools were entitled to the same scale of pay and allowances as admissible to the Government Primary School teachers. *Just before Mizoram became a UT in 1972, there were 80 High Schools, 190 Middle Schools, and 390 Primary Schools in Mizoram. Of these, 3 High Schools and 41 Middle Schools were Government Schools.*

### **3.5 Union Territory Period (1972-86)**

There was tremendous progress and development in the education sector during 1972-1986, especially during 1973-81. The first general election to the Legislative Assembly of Mizoram took place in April 1972 which was won convincingly by the Mizo Union, the premier and the first political party in Mizoram, founded in 1946. The first Cabinet of the Government of Mizoram was formed with Mr. Ch. Chhunga as Chief Minister and Mr. Vaivenga as Education Minister. The first Lt. Governor was Mr. S.P. Mukherjee who came from Tripura. The new Cabinet took a very significant decision to appoint Dr. G.N. Chatterjee, an eminent scholar and educational administrator, as the first Director of Education for Mizoram. *It was Dr. Chatterjee who laid the foundation for the new Department of Education under the UT Administration while he served as both Director of Education and ex-officio Secretary to the Government of Mizoram, Department of Education and Social Welfare.*

### 3.5.1 *Directorate of Education, Government of Mizoram*

The first step was to set up the Directorate of Education with senior officers to man it, such as Director of Education, 1 Joint Director, 3 Deputy Directors, 1 Superintendent and full complement of staff. At that time, the Directorate of Education was responsible for elementary, secondary, higher and technical education, including Industrial Training Institute (ITI); adult/social/non-formal education; art and culture including library services, museum, and archives, etc; youth welfare including Scouts and Guides, sports, etc.; and, as already mentioned, social welfare also. Three new wings were soon opened viz. Hindi Propagation, Science Promotion, and Tribal Research. There was also a special section attached to the Directorate of Education to deal with Tribal Post-matric Scholarship in which the Joint Director functioned as the Secretary of the Scholarship Board.

### 3.5.2 *Promotion of Science and Mathematics Education*

Special mention may be made of the action taken to promote science and mathematics at the school level, both at elementary and secondary stages. The Science Promotion wing, in collaboration with the United Nations Children's Fund (UNICEF) and later with NCERT, obtained quality textbooks such as "Science is Doing" and other related literature and translated them into Mizo for use at primary and middle schools. Science kits were also ordered and distributed to the schools and science and mathematics teachers were given special training in the use of the science kits and various practical actions taken for effective teaching and motivation of children in these subjects.

Many new rules were also drafted, processed and approval of the Government obtained. These rules were mainly based on those existing under the Assam Government, but with necessary adaptations to fit the local situation. Some new rules were also made including Merit Scholarship Rules and Rules for Cash Awards for Proficiency in Science and Mathematics. These initiatives yielded remarkable results and within a few years there were enough candidates to compete for entry to reputed technical and professional institutions outside Mizoram. It was also reported that there were quite a number of students in Middle and High schools in the late '70s who said that their favourite subjects were Mathematics and Science. In addition to the above, Science Exhibitions and competitions were also held regularly. Some of the High School students were good enough to be selected to participate in the National Science exhibitions, organized by the NCERT in different parts of the country.

### 3.5.3 *Hindi Propagation Wing*

The Hindi Propagation Wing under one of the Deputy Directors took various actions under the guidance of the Director of Education. This included selection of local graduates to be trained in Central Hindi Institute, Allahabad for subsequent appointment as Hindi teachers in High and Middle schools in Mizoram. This project was quite successful, and some who went for the training have now been promoted even to the level of Headmaster and Principal of High schools and Higher Secondary schools respectively.

### 3.5.4 *Growth of Private Schools and their Upgradation*

Many new private Middle and High schools were opened during this period, mostly with initiatives from the public who were willing to give/donate substantially to have a Middle/High school, and even a College, in their villages. The growth in the number of schools, enrolment of students, appointment of teachers, etc. can be seen from the

Educational Statistics of the period as reflected in *Chapter 5: School Education: Concerns and Imperatives*.

Some of these private schools were later taken over by the Government while several were upgraded to the so-called Deficit Aided School category – schools under private management in which the salaries of the employees are borne by the Government by making up the difference between their approved income and approved expenditure; hence the term ‘deficit aided school’.

### 3.5.5 Youth Welfare

In the area of youth welfare, sports, Scouts and Guides, there were many significant developments and there was growth by leaps and bounds in these sub-sectors. One significant fact that may be mentioned is the establishment of Scouts and Guides Camps Centre at Tanhril where camps were held at regular intervals. Contingents from Mizoram also participated in National and International Scouts/Guides Jamborees. This wing is now a separate department by itself and is doing well.

### 3.5.6 Art and Culture

A Tribal Research Wing was also introduced under Art and Culture sector headed by a Tribal Research Officer who took actions to re-publish some rare books, recognize some important historical sites in Mizoram. State archives, Libraries and State Museum were also included under this sector headed by a Superintendent, State Librarian and Museum Curator respectively. Efforts were made to promote music and fine arts and an Institute of Music and Fine Arts was also opened during this period.

### 3.5.7 Teacher Education, Research and Training

Some headway was also made in the education and training of teachers. Mizoram Institute of Education (MIE)\* was opened for offering B.Ed. programme under the newly established North-Eastern Hill University (NEHU) in 1973. The Basic Training School\*\* was also upgraded and renamed as Teachers’ Training Institute (TTI) for under-graduate training. It was only in 1980, after many efforts by the Directorate of Education, that the State Council of Educational Research and Training (SCERT) was established in Mizoram. As can be seen from the following section, the Mizoram Board of School Education (MBSE) started functioning before coming into being of the SCERT. Perhaps this can account for the fact that the MBSE is still handling curriculum development, textbooks preparation, prescription and related matters which are rightly under the purview of the SCERT. This aspect is discussed in detail in *Chapter 6: School Curriculum: Concerns and Imperatives* and *Chapter 13: Educational Governance in Mizoram*.

### 3.5.8 Mizoram Board of School Education

By an Act passed by the Mizoram Legislative Assembly on December 23, 1976, the Mizoram Board of School Education (MBSE) was established. Apart from framing and preparing new curricula, syllabi and textbooks, the function of the Board is to conduct centralized examinations for the Elementary, Secondary (HSLC) and Higher Secondary School Leaving Certificate Examinations (HSSLC) and also for the Teachers’ Training Institutes except the CTE.

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\*The name of this institute has since been changed to College of Teacher Education (CTE).

\*\*This has also been taken over by the District Institute of Education and Training (DIET).

### 3.5.9 *North-Eastern Hill University*

A Central University, named North-Eastern Hill University (NEHU) was established by an Act of Parliament in 1973 with jurisdiction in the Hill States of Arunachal Pradesh, Meghalaya, Mizoram and Nagaland, with Headquarters at Shillong, Meghalaya. The NEHU opened a Mizoram Campus with an Officer on Special Duty (OSD) at Aizawl on 11<sup>th</sup> April 1979; and a week later on April 19, 1979, the Pachhunga Memorial Government College was upgraded as a constituent college of the NEHU. Since 1948, Mizoram had been under the Gauhati University; and so after 25 years, Mizoram came under the NEHU.

### 3.5.10 *School Education Structure Reviewed and Changed*

During the UT period, the National Educational Structure recommended by the Education Commission (1964-66) was carefully considered in the light of the then existing pattern of

Primary school	with	Classes I to III
Middle school	with	Classes IV to VI, and
High School	with	Classes VII to X

There was no Higher Secondary school then in Mizoram; this stage was attached to the University as Pre-University course. After a lot of thought and deliberations, because of the qualifications (in fact, lack of them) of the existing school teachers, it was finally decided in 1980 that the National Pattern might be reached in two steps and that the first step should be taken as below

Primary school	to have	Classes I to IV
Middle school	to have	Classes V to VII, and
High school	to have	Classes VIII to X

This was implemented successfully from the academic year of 1981. The proposal then was to adopt the National Pattern within 5 years or so, and also to take over the Higher Secondary stage from the University at the same time. It so happened that the above pattern of classes in the schools remains in force till today and its implications are discussed in *Chapter 5: School Education: Concerns and Imperatives*.

### 3.5.11 *Mizoram Polytechnic, Lunglei*

Mizoram Polytechnic, Lunglei was established in 1981 with the approval and recognition of the All India Council for Technical Education (AICTE) for a 3-year Diploma course in Civil Engineering. Later on, after about 7 years, a 3- year Diploma course in Electrical Engineering was also introduced. Again, in 1991, another 3- year Diploma course in Medical Engineering was added to it. In 2001, 3- year Diploma course in Computer Science & Engineering was also introduced under the World Bank-Assisted Third Technician Education Project.

### 3.5.12 *Pre-Primary Education*

A special characteristic of Primary education in Mizoram, from the beginning in the British period, was that Pre-Primary stage formed a part of Primary school by attaching two or three levels/classes below Class I. Most Primary schools used to have 2 such classes entitled A and B; some schools had pre-class A also. This state of affairs continued, and



was taken for granted, upto the UT period. This was possible because the Department of Education included the Department of Social Welfare within its purview; and it was possible to manage the Pre-Primary stage normally and properly. Indeed, during the UT period, the Department of Education recruited, trained and controlled the Pre-Primary teachers.

### **3.6 Adult Literacy Programme**

On social education also, there was considerable progress. In adult education, the State Department was headed by the Joint Director of Adult Education. The All India Radio (AIR) Station at Aizawl, started in 1968, had been a great help in adult and social education. Under the village development scheme, every village was encouraged to construct a Community Centre and Library. In every village, an active youth organization known as Young Mizo Association (YMA) cooperated in the Adult Education Programme on voluntary basis.

### **3.7 Statehood Period (1987 onwards)**

Following the signing of the Peace Accord on June 30, 1986, Mizoram attained the status of a full-fledged State of the Indian Union on February 20, 1987. *The Mizoram State Act was passed by the Parliament on August 7, 1986.* It was about 2 years after Mizoram attained statehood that a significant development took place in Education, namely the bifurcation of the Directorate of Education.

#### *3.7.1 Bifurcation of the Directorate of Education*

The Directorate of Education was set up under the Mizoram Union Territory in 1972 which continued for about 16 years during which there was tremendous growth in all respects. It was in 1988 that a decision was taken to have two Directorates of Education namely (a) Directorate of School Education for elementary and secondary education, physical education, Hindi propagation, SCERT, DIET, etc. (b) Directorate of Higher and Technical Education for higher secondary education (till 1995), College and University education, Polytechnic, CTE, Distance education, etc. This decision was implemented early in the year 1989.

#### *3.7.2 Directorate of Art and Culture*

As Art and Culture was included under the Department of Education since its inception from the UT period, the bifurcation of the Directorate of Education was, in fact, a trifurcation because the Directorate of Art and Culture was born at the same time. In fact, this new Directorate was headed by a senior Education Officer from the beginning till today but it is no longer a part of the Department of Education.

#### *3.7.3 Inclusion of Higher Secondary Stage under School Education*

During the UT period, a proposal was mooted in the Department of Education to take over the Higher Secondary stage of education and to set up a number of Higher Secondary Schools for the purpose. There was constant pressure from the NEHU to this effect that funding for this sector should come from the State budget and not from the University Grants Commission (UGC). But the +2 stage continued to be attached to the Mizoram colleges as Pre-University course despite the fact that the tentative date set for the take-over was 1985. Finally, the NEHU, after its existence of more than 20 years, served an ultimatum to the Government of Mizoram stating that the +2 stage could no longer be attached to any College affiliated to the NEHU from the academic year of 1995-96! So the

Department of Education, Government of Mizoram was put under compulsion to take over the Higher Secondary stage from 1995.

#### *3.7.4 Mizoram State Council for Technical Education*

The Mizoram State Council for Technical Education was established in March 1988 as a statutory body to look after Technical Education in general and to conduct Examinations and Award Diplomas for courses being taught at the Department of Electronic Accreditation of Computer Courses (DoEACC) and the Regional Institute of Paramedical and Nursing Sciences (RIPANS) (Section 3.7.7). The Council has been reconstituted with effect from 27<sup>th</sup> March 2009.

#### *3.7.5 Women Polytechnic, Aizawl*

Women Polytechnic, Aizawl was established in 1998, approved by the AICTE for a 3- year Diploma Course in Electronics & Telecommunication Engineering and a 3- year Diploma Course in Modern Office Practice. In 2001, a 3- year Diploma Course in Garment Technology was added and, again, in 2003, a 2- year Diploma Course in Beauty Culture & Cosmetology was also introduced under the World Bank-Assisted Third Technician Education Project. The total intake capacity of Women Polytechnic, Aizawl is 100; so the total number of students in every semester/term in this Polytechnic is 300. The number of Lecturers (Regular + Contract) is 24.

#### *3.7.6 Open Learning/Distance Education*

The first Study Centre of the Indira Gandhi National Open University (IGNOU) was opened at the Government College, Aizawl on 11<sup>th</sup> April, 1988. It was upgraded by opening the Regional Centre on 19<sup>th</sup> December, 2001. At present, Study Centres have already been opened in almost all the colleges of Mizoram, in the Central jail as well as in the Central YMA office. Undergraduate courses offered include B.A, B.Com, B.Sc., and Post-Graduate Courses in various subjects like English, History, Political Science, Sociology, etc. along with Certificate and Diploma courses in various areas. Further studies like M.Phil and Ph.D. can also be pursued provided their eligibility is confirmed from the IGNOU headquarters, New Delhi. B.Ed. course for serving teachers is also offered for which there is a great demand and a special arrangement has been made to provide 100 places in the CTE for this 2-year course.

#### *3.7.7 The Regional Institute of Paramedical and Nursing Sciences*

The Regional Institute of Paramedical and Nursing Sciences (RIPANS) was opened in Mizoram in 1996, and registered under the Societies Registration Act. The classes were started in 1997. The management of the Institute has been taken over by the Ministry of Health & Family Welfare, Government of India with effect from 1<sup>st</sup> April, 2007 from the Ministry of Development of North-Eastern Region (DONER). The Institute is located at Zemabawk.

#### *3.7.8 College of Veterinary Sciences and Animal Husbandry*

The College of Veterinary Sciences and Animal Husbandry started functioning at Selesih, Aizawl from the academic session 1997-98 with intake capacity of 22 students. It is a constituent college of the Central Agricultural University (CAU), Imphal which is under the Department of Agricultural Research and Education, Ministry of Agriculture,

Government of India. At present, there are 233 students, inclusive of 15% seats (8 seats) reserved for Veterinary Council of India (VCI) nominees. It is learned that the performance of the students who passed out from this College has been excellent and most of them are either pursuing higher studies in reputed institutions or engaged in suitable employment in different Government and private organizations. In addition to its academic commitments, the college is undertaking research and extension activities relevant to the North-Eastern region.

### 3.7.9 *Mizoram University*

An important landmark in Mizoram Education was the establishment of the Mizoram University; the Act was passed by the Indian Parliament in the year 2000; and the new University started functioning in the middle of the following year by taking over all the assets and liabilities of the erstwhile NEHU campus in Aizawl. It has developed its own campus of about 900 acres of land in Tanhril, west of Aizawl and has made significant progress on all fronts especially during the last 3 years. Out of more than 28 colleges affiliated to it, one college, viz. Pachhunga University College is a constituent College of the University.

### 3.7.10 *Department of Electronic Accreditation of Computer Courses*

The Department of Electronic Accreditation of Computer Courses (DoEACC) was opened in 2001 and located at Thuampui, Zemabawk. It functions under the Ministry of Communications and Information Technology, Government of India and the AICTE. Certificate and Diploma courses run by DoEACC are under the Mizoram State Council of Technical Education while the graduate and post-graduate courses, viz., BCA and MCA are under the Mizoram University.

### 3.7.11 *Mizoram Education Act and State Advisory Board of Education*

The Bill in respect of Mizoram Education Act was drafted in 1999 and after various formalities it was passed by the Mizoram Legislative Assembly in 2003. One important provision under this Act is the formation of the State Advisory Board of Education (SABE). A notification to this effect was made by the Government of Mizoram in August 2003 with memberships as per provision of the Act. The Board had only one sitting during its lifetime of three years. It was reconstituted in April 2009 and the first meeting was held under the chairmanship of the Education Minister on 14<sup>th</sup> May 2009.

### 3.7.12 *ICFAI University, Mizoram*

The Institution of Chartered Financial Analysts of India (ICFAI), Hyderabad made an offer to the Government of Mizoram to open their ICFAI Business School (IBS) in Mizoram for MBA and other related courses with substantial investment from their side. After careful consideration of this offer and the approval of the recommendation from the expert team which conducted an on-the-spot study of ICFAI in their headquarters at Hyderabad, the Government of Mizoram accepted ICFAI's offer. Steps were taken to open ICFAI National College at Chaltlang, Aizawl in August 2005. This was followed by the passing, in the Mizoram Assembly, of the Institute of Chartered Financial Analysts of India University (Mizoram) Act in April 2006. Its campus is being developed on the outskirts of Durtlang village; and at present it is functioning in rented accommodation in Chaltlang Dawrkawn and Salem Veng, Chaltlang, Aizawl.

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## CHAPTER 4

### EDUCATIONAL REFORMS IN MIZORAM: CONCEPTUAL PARAMETERS

#### 4.1 The Context

The desire for educational reforms is rooted in the widespread dissatisfaction about the health of the present educational system and the quality of its output. In order to reform a system, it is imperative to analyze its strengths and weaknesses and to devise a reform trajectory on the basis of certain conceptual parameters which ought to be based on the social ideals and collective aspirations of the society on the one hand and the societal vision of an educated person on the other.

#### 4.2 Societal Aspirations and Education

How are societal aspirations related to education as a whole and to its various dimensions? The collective aspirations of a society are reflected in the 'aims', which it sets for its educational system. The aims, in fact, imply certain values that need to be pursued. The values define the kind of the social life that is seen as desirable on the one hand and the kind of capabilities that individuals need to develop on the other. The 'aims' of education determine the content and process of education in educational institutions. In the words of John Dewey: "The aim as a foreseen end gives direction to the activity; it is not an idle view of a mere spectator, but influences the steps taken to reach the end."

The 'aims' of education articulated at a particular point of time cannot be expected to hold good for all times to come as their major source, that is, collective aspirations of the society continuously undergo a change in consonance with the changing realities of the concerned society and also of the wider global human society. Therefore, the 'aims' of education need to be periodically revisited to ensure that they remain rooted in the vision of the society at the time of their articulation.

Societal aspirations, no doubt, determine 'aims' of education, which implies that purpose of education is to meet aspirations and goals of the society. However, education also generates new aspirations and modifies the existing ones in accordance with the demands of the changing times. Education brings about change in the competencies, outlook and value systems of individuals, which in due course bring about change in the desires and aspirations of the society. Thus, a sort of cyclic relationship exists between societal aspirations and educational aims.

The social ideals and aspirations of a society determine its vision of an educated person, which, in turn, sets the parameters for the organization of its educational system. An individual in any society has to perform several roles in different capacities such as a learner, a worker, a citizen and a human being. The societal vision of a good learner is that of a person who is capable of not only assimilating knowledge but also of thinking in novel ways and constructing new knowledge on the basis of critical analysis of facts, observation and experimentation. A good worker sustains his/her motivation to continuously update his/her knowledge and skills in tune with the new developments and advancements in his/her field of work. As a citizen, an individual is expected to have intrinsic faith in the Constitutional values of secularism and democracy. A good human being is expected to be tolerant, humane, liberal and rational in outlook and committed to social and moral values.

*As stated earlier, an educated person in the Mizo society is expected to develop the characteristics of a good learner, a good worker, a good citizen and above all a good human being*

*devoted to the service of mankind. Besides cherishing his/her Indian identity, he/she should also be proud of his/her Mizo identity and Mizo values of community living and togetherness. He/she should also have the facility for proper communication with people within and outside Mizoram.*

### **4.3 Aspirations of the Mizo Society**

In its report titled '*Learning: the Treasure Within,*' the International Commission on Education for the 21<sup>st</sup> Century, mentions the tensions which will be central to the problems of the 21<sup>st</sup> century and, therefore, the humankind shall have to overcome them. While seven tensions mentioned in the report have to be overcome by all the societies, the following are specifically relevant in the context of the Mizo society:

- *The tension between the global and the local:* people need gradually to become World Citizens without losing their roots and while continuing to play an active part in the life of their nation and the local community.
- *The tension between tradition and modernity,* which is part of the same problem: how is it possible to adapt to change without turning one's back on the past, how can autonomy be acquired in complementarity with the free development of others and how can scientific progress be assimilated? This is the spirit in which the challenges of the new information technology must be met.
- *The tension between the spiritual and the material:* often without realizing it, the world has a longing, often unexpressed, for an ideal and for values that we shall term 'moral'. It is thus education's noble task to encourage each and everyone, acting in accordance with their traditions and convictions and paying full respect to cultural pluralism, to lift their minds and spirits to the plane of the universal and, in some measure to transcend themselves. It is no exaggeration on the Commission's part to say that the survival of humanity depends thereon.
- *The tension between, the need for competition and the concern for equality of opportunity:* This is a classic issue, which has been facing both economic and social policy makers and educational policy makers since the beginning of the century.

The manifestations of the above-mentioned tensions or mutually conflicting aspirations are visible in the Mizo society in a variety of shades. There is a perceptible urge in the society to be an important constituent of the mainstream of the wider Indian and global society but at the same time there is also an equally strong urge to cling to its roots and maintain its distinct identity. The desire to be a part of the mainstream Indian society further subsumes its urge to make a mark by making significant contributions to the development of various aspects of national life. While conceding the importance of both the national and the local, the Mizo society aspires to strike a judicious balance between them by making the two sets of aspirations complementary and mutually reinforcing.

Like all other tribal and non-tribal societies, the Mizo society aspires to march ahead on the path of modernization which may have different meanings in the perceptions of different individuals and sections of the society. In the layman's perceptions, modernization may mean the increasing use of modern technologies in different walks of life including life styles involving western ways of living, inter-state travel and communication through the use of link languages. But modernization in its true sense implies scientific attitude and ways of thinking devoid of superstitions, dogmatism and irrationality. The modern outlook means re-examination of the old traditions, rituals, values, customs, etc. leading to appropriate modifications in them, if required. In this case also, the Mizo society has a challenge to strike a proper balance between modernity and tradition as the society cannot progress without modernization but it should not be at the cost of its age-old traditions, specially those aspects of the traditions which have stood the test of time. *For*

*example, the Mizo society has a strong, vibrant and enduring tradition of community living, and community support to the needy individuals. These positive aspects of traditions need to be reinforced in the modern world characterized by divisions, conflicts, competition, and mutually destructive tendencies.*

Closely linked with the question of tradition *versus* modernity is the tradition of social togetherness, community living, self denial and spirit of social service in the Mizo society and the spirit of competitiveness in the modern world. An individual's capacity to withstand the onslaughts of competition and, in fact, the capacity to excel in competitive situations is essentially required to survive in the present day world. But it is also necessary to preserve the beauty of the social values of the society based on the concept of sharing and 'giving' rather than 'taking' from others. There is a need to strike a balance between the conflicting social phenomena of competition and cooperation.

Besides striking a balance between the seemingly conflicting aspirations, the Mizo society also nurtures a few aspirations relating to its social and economic development. The state aims at securing better representation in all spheres of national polity such as All India Civil, Medical and Engineering services, defense forces, and central paramilitary forces. It also yearns to strengthen its economy by attempting industrial growth in diverse fields like electronics, telecommunications, agriculture, horticulture, sericulture, food processing, mining, etc.

In the social sphere, it yearns to ensure better standards of living for all residents of the state by providing (i) better connectivity between different parts of the State and between the rural and urban areas, (ii) health care facilities of good quality in all parts of the State, and (iii) quality educational facilities in diverse fields at all levels in all parts of the State. Realizing that economic development is not possible in a society if relations between different social groups or communities are marred by tensions, conflicts and disharmonies, the State aspires to achieve inclusive growth of all sections of the society including minorities and different ethnic groups like Chakma, Mara, Lai, etc. and of all the regions of the State. In short, the Mizo society aspires to perform better on all parameters of human development like per capita Gross Domestic Product (GDP), health, sanitation, education, employment, etc.

However, being a constituent of the Indian society, the Mizo society shares its vision and aspirations on the one hand and is affected by its tremors and upheavals on the other. The aspirations of the Indian society are reflected in the preamble to the Constitution of India. The founding fathers of our Constitution resolved to constitute India into a sovereign, socialist, secular and democratic republic to secure to all its citizens: *justice*, social, economic and political; *liberty* of thought, expression, belief, faith and worship; *equality* of status, opportunity; and *fraternity* assuring the dignity of the individual and unity of the nation. However, within the broad framework of the Constitution, the social and educational philosophy of a society is articulated in various policy documents at different points of time in tune with the changing demands and priorities of the society.

The National Policy on Education (NPE) 1986 emphasized the need for nurturing the national identity, valuing common cultural heritage, removal of social barriers and promotion of rationalism and development of scientific temper. Recognizing that education is fundamental to our all-round development, material, and spiritual, it beautifully points out the directions of individual and social development, "Education has an acculturating role. It defines sensitivities and perceptions that contribute to national cohesion, a scientific temper and independence of mind and spirit – thus furthering the goals of socialism, secularism and democracy enshrined in our Constitution". It is obvious that the NPE visualizes education as an instrument to refine the thoughts and attitudes of individuals leading to the feelings of national oneness, and spirit of togetherness on the one hand

and on the other, the spirit of critical inquiry, and scientific attitude, which together are the prerequisites for the realization of Constitutional goals. Besides the acculturating role, education is also supposed to perform the 'liberating' and 'combative' roles, that is, it contributes towards the liberation of human mind from negative thinking, unfounded prejudices, dogmas, superstitions, tensions, etc. and also helps in fighting against regionalism, parochialism, communalism, fissiparous tendencies, chauvinism, unjust social order, inequalities and exploitation.

In short, the vision of the policy makers envisages the Indian Society to develop on the pillars of democracy, socialism, and secularism, which, in turn, shall be erected on the foundation of liberalism, humanism, rationalism and nationalism. It is true that even after sixty years of independence, we have not completely succeeded in translating the vision of the society outlined above into reality but the vision indicates the direction in which the society has to move and continuously strive to realize the vision, which indeed is a utopian but necessary vision.

The Indian society including its Mizo component share the aspirations of the global human society, which are reflected in the charter of the United Nations (UN), various international laws, UN conventions, declarations and resolutions. The UN strives to establish a peaceful world order based on the principles of resolution of conflicts through peaceful means; non-proliferation of nuclear weapons and disarmament; respect for human rights; removal of poverty, hunger, disease, illiteracy and ignorance; and sustainable human development through cooperation and collaboration.

In short, the human kind nurtures a vision to march forward to establish a world order based on democratic principles to rid the world of hunger, disease, ignorance, violent conflicts, weapons of mass destruction, and to ensure equitable distribution of natural resources and sustainable human development.

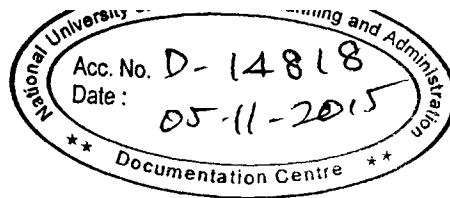
#### **4.4 Aims of Education in the Context of Mizoram**

On the basis of the aspirations of the Mizo society and the vision of an educated person as outlined in the previous sections, Education in Mizoram should have the following aims:

- Equipping the Mizo youth to excel in various walks of life at the local, national and international levels.
- Striving for emotional integration with the rest of the country while safeguarding the Mizo identity.
- Striving for modernization through development of scientific temper among students along with respect for wholesome traditions of the Mizo society.
- Inculcating social, cultural and moral values of Mizo communities alongwith secular values enshrined in the Indian Constitution.
- Ensuring inclusive and balanced development among different socio-economic groups, ethnic groups and geographical regions.
- Building a strong foundation for the scientific, technological and industrial development in the state.

#### **4.5 Realizing the Educational Aims**

In order to realize the aims of education listed above, quite a few interventions shall have to be made, some of which are suggested below.



#### 4.5.1 *Widening Access to Education at all Levels*

The problem of access at the elementary stage (primary and upper primary (middle)) in Mizoram is almost non-existent as primary and middle schools are available even in small villages and habitations. The enrolment in Class I is almost universal but a large number of students drop out before completing the elementary stage of education. In spite of the availability of high and higher secondary schools, the participation rate at the secondary stage is not satisfactory. This may be due to failures in the Middle School Examination. After universalization of elementary education, now the focus should be on universalization of secondary education for which the un-served or under-served areas shall have to be provided facilities for secondary schooling. The proportion of students attending higher education institutions needs to be increased from the present 12% to 20% at the earliest.

#### 4.5.2 *Broadening Curricular Provisions at the Higher Secondary Stage*

In Mizoram, the curriculum for Classes IX and X comprises two languages, science, mathematics, and social sciences. Adequate and proper arrangements for art education and health and physical education, though considered an integral part of school curriculum do not exist in schools as specially trained teachers in these areas are not posted in schools. At the higher secondary stage, the prescribed curriculum comprises four streams, that is, Arts stream, Science stream, Commerce stream, and Vocational stream. But the number of subjects included in each stream is very limited, while in the Central Board of Secondary Education (CBSE) and many other State Boards, the number of elective courses in different streams is quite large. The broadening of curricular track in different streams by adding more courses shall provide opportunities to the students to realize their potential in diverse fields. In the academic stream, subjects like drawing and painting, instrumental music, vocal music, dance, physical education, psychology, sociology, classical languages, foreign languages, etc. could be added.

#### 4.5.3 *Enhancing Diversity in Higher Education*

In Mizoram, like higher secondary education, the undergraduate education track in terms of curricular provisions is very narrow, that is, the number of subjects offered in each stream is very small. There is a need to include emerging curricular areas in different streams like psychology, sociology, philosophy, anthropology, painting, sculpture, vocal music, instrumental music, dance, physical education, geology, statistics, life sciences, physical science, chemical science, material science, mathematical science, etc. This will prepare the ground for the students to opt for highly specialized courses at the post-graduation level.

In the case of technical and professional education, very few opportunities are available in Mizoram. With the establishment of Mizoram University by an Act of Parliament and ICFAI University by an Act of the State Legislature, new opportunities in the field of management, computer applications, engineering are now available but there is need for additional opportunities in the fields like mass communication and journalism, architecture, design, visual arts, performing arts, physical education and sports, foreign languages, nursing, medicine, horticulture, mining engineering, etc.

#### 4.5.4 *Strengthening Base of the Educational Pyramid*

In order to reap the benefits of the reformed higher secondary and higher education, the foundation of primary and upper primary (middle) school education needs to be



strengthened first, for which a multi-pronged strategy shall have to be adopted. Most of the Primary and Upper Primary (Middle) schools lack the infrastructural and instructional facilities required for the proper transaction of the prescribed curriculum. The absence of science laboratories and equipment affect the quality of science education which is further exacerbated by the non-availability of properly qualified science and mathematics teachers. In the absence of suitable arrangement for the teaching of physical education, work education, due to non-availability of trained teachers in these areas, the school programme becomes monotonous and fails to contribute towards the child's holistic development. The non-availability of competent language teachers makes it difficult for children to pick up communication skills which are essentially required to succeed in the present day competitive world. In order to equip the students to establish socio-economic linkages with other States and countries, the scope of language education shall have to be widened by including different Indian languages and international languages in the educational curricula at different levels. In short, the base of the educational pyramid needs to be made solid to get maximum returns from the huge investment made in the higher levels of education.

#### *4.5.5 Improving the Quality of Teacher Education*

The quality of school education depends to a large extent on the quality of teachers produced by the Teacher Education Institutions. The proportion of untrained teachers needs to be brought down for which expansion of the elementary and secondary teacher education is required. In addition, the teacher education system needs to be diversified by instituting teacher education programmes for the preparation of teachers for physical education, visual arts, performing arts and work experience. Moreover, it must be realized that the initial preparation of teachers is not enough in the present times, and, therefore, a well designed programme of teachers' continuing professional development shall have to be put in place. Therefore, the State government must come out with a formal policy statement defining various parameters of teachers' in-service education.

#### *4.5.6 Value-Based Education*

Education is indeed an enterprise of human resource development. The society expects the education system to attempt child's socialization in a way that he/she develops a secular, scientific and liberal outlook but at the same time maintains respect for the positive aspects of the cultural traditions of the community and of the society to which he/she belongs. Like many other tribal societies, the dominant feature of Mizo culture is harmony in community living, that is, the seeds of 'living together' to share joys and sorrows of the wider society are sown in the collective living of the local community. In order to inculcate right types of attitudes and values among children, conscious and planned efforts shall have to be made through the inclusion of value education in the educational curricula of all stages of education.

#### *4.5.7 Enhancing Educational Expenditure*

It is true that money alone cannot guarantee quality education. In spite of huge initial investments and recurring expenditures, we can have education of indifferent quality if other factors determining quality of education are not in proper order. On the other hand, it is also true that without reasonable level of expenditure, quality education cannot be expected. It is high time that the State government demonstrates its resolve to improve the quality of education by enhancing budgetary allocation for the general as well as professional education, for which it may mobilize the required resources from all possible sources.

To Sum Up, in the present Chapter, only broad contours of the possible educational response to the societal aspirations have been mentioned. The details of the needed interventions are discussed in detail in Chapters 5 – 14.

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## CHAPTER 5

### SCHOOL EDUCATION: CONCERNS AND IMPERATIVES

#### 5.1 The Context

School education defines the trajectory of the young from the formative years of their growth and development to their entry into professional life in their respective areas of work. It takes into account the various dimensions of the human individual to be nurtured and sustained through its content and process, as this is the foundation for all subsequent outcomes in the life of an individual. The question of **access** (*availability of schools to fulfill demand*), **equity** (*equal opportunity for all sections of society to participate in education*), and **quality** (*provision of suitable infrastructure, trained teachers and effective pedagogy in schools, aimed at delivering the expected outcomes*) are among the important concerns which any educational system must address. In any movement towards educational reform, the school education in Mizoram has to take due cognizance of these concerns in the establishment of schools and ensuring their performance.

School education in India is characterized by considerable discrimination. Children of the rich and the elite have access to 'good' quality private and special types of 'public' schools, whereas children of the vast majority of the poor, including the minorities and marginalized groups, go to government schools, a majority of which is perceived to be of indifferent quality. Thus, the class division in the society is reflected in the division of the school system. The latter has been a major contributory factor to the perpetuation and accentuation of social inequality and is an important concern for school education to be taken note of in the impending educational reforms in Mizoram.

Another systemic malady which has afflicted school education in India is the transformation of the very nature and meaning of school education, brought about by forces of globalization and liberalization in which international agencies have played no small a role. Affiliation of schools to International Boards of Examinations is beginning to be on the rise and this has its own implications for the Indian school system, unless appropriate checks and balances are made in due seriousness.

Realizing the social benefits of the harmonious growth of any society, school education should be based on the foundations of inclusion. Educational exclusion leads to exclusion from livelihood, knowledge, status and society, human dignity, etc. and is cumulative from generation to generation. This is a denial of human rights and Article 21A of the Constitution of India. There are two kinds of exclusion prevalent in our schools. The first is the exclusion of the child with disabilities of different kinds and learning difficulties. The *Persons with Disabilities (PWD) (Equal Opportunities, Protection and Full Participation) Act 1996* provides for free and compulsory education upto the age 18 years for all children with disabilities. The second and more insidious pattern of exclusion is the social exclusion of children who come from socially and economically deprived background namely, Scheduled Castes (SCs), Scheduled Tribes (STs), Minorities and other communities, girls and children with diverse learning needs. *Inclusive education is the imperative for the nurturance of an egalitarian society we stand for and refers to a philosophical position as well as an arrangement of institutional facilities and processes.* The aim is to create an integrated school setting, providing equal opportunities to children with special abilities, varied social backgrounds and diverse learning needs, a concern advocated by the Education Commission (1964-66) through what is known as the Common School System (CSC). *The school education in Mizoram has to demonstrate its concern for an inclusive school system.*

The concept of school has received a redefinition in terms of the *Right of Children to Free and Compulsory Education Act, 2009*. According to this Act, norms and standards for a school have been spelt out in terms of building, minimum number of working days/instructional hours in an academic year, minimum number of working hours per week for the teacher, teaching-learning equipment, library, play materials, games and sports equipment, and number of teachers of prescribed qualifications. This takes out of the purview of the existing scenario of education the approaches involving informal, non-formal, alternative education, Open and Distance Learning (ODL) provided in settings which do not conform to the specification of the school as defined in the Act. All elementary school education has henceforth to be in formal school settings.

Gross under-funding of school education lies at the root of many of the factors which affect the quality of education. India spends about 3.5% of its Gross Domestic Product (GDP), against 6% as laid down in India's National Policy on Education (NPE) and 10% or more of the GDP in many advanced and developing countries. Mizoram spends 4.39% of its GDP on elementary education and 2.36% on secondary education. If the required magnitude of funding is available, many of the factors, allegedly responsible for the poor quality of school education would disappear. All out efforts will be needed to enhance financial allocation for the school sector in Mizoram. This aspect is discussed in greater detail in *Chapter 14: Financing Education in Mizoram*.

This Chapter deals with individual stages of school education namely, Pre-school, Elementary, Secondary (including Higher Secondary) Education. The issues, highlighted, contain the conceptual backdrop of each stage of school education, the current status of these stages as obtainable in the State of Mizoram and suggestions for future development of school education in respect of these stages. However, before discussing different stages separately, it would be desirable to examine the present structure of School Education and see if some modification was needed.

## 5.2 Structure of School Education

### 5.2.1 Overall Structure

At present, the school education in the State of Mizoram is divided into the following stages:

(i)	Primary	Classes I-IV
(ii)	Upper Primary (Middle)	Classes V-VII
(iii)	Secondary (High School)	Classes VIII-X
(iv)	Higher Secondary	Classes XI-XII

### 5.2.2 Pre-school Years

Although, the pre-school years are not an initiation into formal education which begins from Class I, these years are extremely important for ensuring the child's adjustment to his/her social environment and school readiness. This age-group spans 0-6 years with a focus on health for 0-3 years and focus on health and education for 3-6 years. The needs and implications of this sector will be discussed in Section 5.3.

### 5.2.3 Elementary Stage

The State of Mizoram follows the structure of elementary education comprising 4 years of primary, 3 years of upper primary, that is, 7 years (4+3) of elementary education.

Conformity to the national pattern of elementary education would require 8 years of elementary with a break-up of 5 years of primary and 3 years of upper primary.

The addition of Class V in primary schools may lead to their strengthening in terms of infrastructure and human resource. It may also raise the student strength of the small primary schools and make them viable for achieving effectively the goals of school education. The Secondary (High) schools shall lose one class if the present policy of having exclusive schools for different sub-stages is continued. However, the policy merits review and reconsideration. The issue has been elaborated in a subsequent section of this Chapter.

#### 5.2.4 Secondary Stage

In Mizoram, the secondary education has three classes, namely, Classes VIII, IX and X; this structure was adopted in 1982. As suggested for elementary education, secondary education should cover classes IX and X which means that Class VIII which is now a part of secondary stage in Mizoram should become a part of the elementary school stage. The higher secondary stage which comprises Classes XI and XII continues to remain the same as in the existing structure.

Thus the State of Mizoram follows the national pattern of 12 years' schooling but the sub-divisions in the first ten years of schooling need reconsideration. The NPE, 1986 had recommended that the States should endeavour to adopt 5+3+2 pattern for the first ten years of schooling. Also as per the *Right of Children to Free and Compulsory Education Act 2009*, the elementary stage of education covers the age group 6-14 years, that is, upto Class VIII, but Class VIII is presently located in the secondary (high) schools in the State. The *Sarva Shiksha Abhiyan (SSA)* targets children upto Class VIII for all purposes, namely, provision of classrooms and equipments, deployment of teachers and in-service education of teachers, provision of incentives to students including mid-day meals, etc. All these benefits can easily be ensured for the students of Class VIII also, if it is located in the Elementary Stage in the State.

The Government of Mizoram decided in 1980 to implement the national pattern of education, namely 5+3 for elementary education in two steps. The current structure prevalent was implemented from the Academic Year of 1981 and it was proposed that within five years or so, the national pattern would be adopted and also that the higher secondary stage would be taken over from the university simultaneously. As it stands today, total conformity to the national pattern has eluded the State so far.

*The Commission recommends that the structure of school education in the State of Mizoram should be re-organized in conformity with the expectations contained in the NPE 1986/1992, and the definition of elementary education as contained in the Right of Children to Free and Compulsory Education Act, 2009. The re-organized structure should be:*

(a)	Elementary Stage	I-VIII	6-14 years
	(i) Primary	I-V	
	(ii) Upper Primary	VI-VIII	
(b)	Secondary Stage	IX-XII	15-18 years
	(i) Secondary	IX-X	
	(ii) Higher Secondary	XI-XII	

The implication of pushing down Class V to primary and bringing down Class VIII to upper primary means reallocation of teachers from their present deployment in a higher stage of school education to immediately one stage lower. This also implies a re-look into the infrastructural and financial requirements of the specific stage to which these Classes will now be added as a result of implementation of the proposed recommendation. Since elementary stage of education is proposed to be a distinct stage from the perspective of *Right of Children to Free and Compulsory Education Act, 2009*, in the overall alignment of the State educational structure to the national pattern, the Commission's recommendation regarding reorganization of school structure should be implemented with commitment and understanding.

### 5.3 Pre-School Education

The pre-school years are covered under Early Childhood Care and Education (ECCE), a concern articulated in the NPE 1986. The ECCE is the first and perhaps the most significant step in the educational ladder since the early years of life are now recognized as a foundation for life-long development of a child. Both developmental theorists and researchers in Neuroscience have contributed to this understanding and pointed towards the need to provide for and invest adequately in these years, in terms of both human and financial resources.

The ECCE conceptually refers to programmes and interventions for young children *upto* 8 years of age, that address their developmental and educational needs in an integrated and comprehensive manner. These primarily include needs of children related to health, nutrition and psycho-social development/education which are fundamental for assuring optimal utilization of children's potential and enabling them to develop a sound foundation for life. Essentially, it would involve focus on health for 0-3 years (including the health of the mother from the conception to the birth of the child) and focus on health and education for 3-6 years. Research around the globe has confirmed that the early years of life are critical for life-long development; therefore, early interventions can alter the life-time trajectories of children, especially in the more disadvantaged contexts. *The short and long term benefits of this programme for children are enormous. By providing basic health care, adequate nutrition and nurturing and stimulation in a caring environment, ECCE interventions help ensure children's progress in primary school, continuation through secondary school and successful entry into the work force.*

In the Indian context, the importance of ECCE has been historically recognized, albeit to a limited extent. The Constitution of India (1950) through its *Article 45* provided for "*education of all children upto the age of 14 years*". The inference drawn from this directive was that the children below 6 years would also be covered under this provision. However, the 86<sup>th</sup> Constitutional amendment which made elementary education a fundamental right, specified education of children from 6 to 14 years, thus excluding children under 6 years. However, Article 45 has been retained in an amended form which reads "*the state shall endeavour to provide ECCE for all children until they complete the age of 6 years*". India is also signatory to the *Education for All (EFA) Goals*, whereby it is committed to "*expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children*" (EFA Goal 1).

#### 5.3.1 Profile of the Child in Mizoram

Before an attempt is made to delve into any description of the provisions and programmes for pre-school children in the State of Mizoram, it would be important to understand the challenge before the State in terms of significant health indicators for the mother and the child. The period pre-natal to one month is the *period when the mother's*

health will have a positive influence on the physical and mental health of the child and falls in the domain of health services to be ensured by the Government. The period one month to five years also carries serious concerns to be attended to by the State.

*Anemia* is a major health problem in Mizoram, especially among women and children. *In children it can result in impaired cognitive performance, motor development and scholastic achievement.* Among children in Mizoram, aged 6 months to 5 years, 44% have anemia, including 24% who are mildly anemic, 20% who are moderately anemic and 1% who suffer from severe anemia. Almost half of pregnant women and breast feeding women have anemia.

*Infant Mortality Rate (IMR)* is perhaps *the single most important indicator illustrating the level of human development of a nation or a State.* The IMR of Mizoram is estimated at 34 deaths before the age of one year per 1,000 live births, down from the NFHS-2 estimates of 37. The IMR in Mizoram is much lower than in India as a whole.\* The *nutritional security* of Mizo children indicates that 1/5<sup>th</sup> of children are underweight which takes into account both chronic and acute under-nutrition.\* Despite regular child immunization programmes, less than half (47%) of children in the age 12-23 months are fully vaccinated against six major childhood illness: tuberculosis, diphtheria, pertussis, tetanus, polio and measles.\*

*The Commission is of the view that although this subject is not directly with the Department of Education of the Government of Mizoram but since the Early Childhood Care (ECC) is foundational to Early Childhood Education (ECE), and any deprivation to the mother and the child on health care will have serious implications for the ECE which is the foundation for all the subsequent stages of education of the child, the State Government undertakes assessment of the nutritional and immunization support the target groups covered by ECCE need and provide all the required inputs so vital for sustained health and education of children.*

### 5.3.2 Pre-School Education in Mizoram

In the early 1950s, there was no planned programme of pre-school education in the Mizo Hills. A special characteristic of primary education in Mizoram, from the beginning in the British period was that pre-primary stage formed a part of primary school by attaching 2 or 3 levels/classes below Class I. Most primary schools used to have two such classes namely A & B; some schools had pre-class A also. This continued and was taken for granted upto the Union Territory (UT) period. This was possible because the Department of Education included the Department of Social Welfare within its purview; and it was possible to manage the pre-primary stage normally and properly. Indeed during the UT period, the Department of Education recruited, trained and controlled the pre-primary teachers.

During 1950-1980, a few other programmes of pre-school education were tried out, mainly by private agencies. *Balwadi Centres* were opened in 1955 in six villages of Mizo Hills to provide nutrition, child care and non-formal education. In 1959, a social voluntary organization of women, "*Mizo Hmeichhe Hmasawn Pawl*" started separate pre-schools, under the name 'Nursery Schools,' in Aizawl.

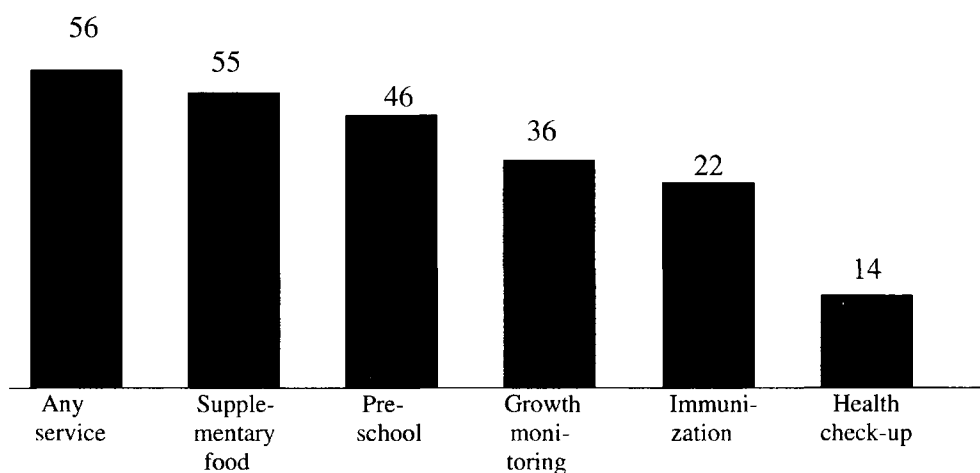
It was in 1981 that the Department of Education, Government of Mizoram, took the decision that "the major portion of Pre-Primary classes will be run with funds made

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\* National Family Household Survey (NFHS-3) by the International Institute for Population Sciences, Mumbai

available from the Social Welfare budget. The manner of recruitment, administration, control and supervision of the Pre-Primary teachers will be in accordance with the directives of the Government in the Department of Education and Social Welfare, Mizoram". It took three years for the Department to delink the Pre-Primary classes from the Primary Schools\* as a part of the reorganization of educational structure and absorb the services of Pre-Primary teachers in the primary schools. The decision to absorb and upgrade these teachers was an unfortunate one, when viewed later in view of the quality of primary education.

A time came, however, for the Department of Education to part company with the Department of Social Welfare during the UT period. But for a number of years both the departments were under the control of one administrative department having a common secretary and common Minister in-charge. This arrangement, however, could not continue indefinitely. It was around 1983-84 that the two departments had to be finally separated. It was then that the Government of Mizoram took a decision to delink pre- primary section from all primary schools and to admit children of age 6+ to primary schools. However, pre-school education, thereafter became a part of the Integrated Child Development Services (ICDS) which is an integrated programme for children below 6 years, and includes six services (Fig 5.1), of which one is pre-school education. The ICDS being an inter-sectoral programme provides for a package consisting of supplementary feeding, growth monitoring, nutrition and health, immunization, health check-ups, referral services, treatment of minor illness and *pre-school education*. Supplementary nutrition and health check-up are provided to pregnant and lactating mothers too. The percentage of eligible children receiving ICDS services in the *Anganwadi Centers* in Mizoram is shown below:



**Fig 5.1:** 2009 Report of Mizoram, based on detailed analysis of NFHS-3.

In 2008-09, the number of ICDS projects and *Anganwadi Centers* increased with a total of 23 ICDS projects covering 1,682 *Anganwadi Centers*, spread over the entire State. The Commission learnt that four more ICDS projects have been sanctioned recently. There were 1,980 *Anganwadis* in 2009. The number of pre-school children (3-6 age group) as in November 2009 is 60,553 (boys 30,637, girls 29,916).

\*Order No. 1.14011/32/83-IT(EI·S)·OI-I, dated 6<sup>th</sup> February 1984



As a result of shifting pre-school education to the ICDS programme, hundreds of pre-primary government teachers were absorbed as primary school teachers by condoning their qualifications as most of them were under-matriculいたes. This had very serious repercussions in terms of both quality of primary education in particular and in the administration and maintenance of standards of school education in general. The emergence, popularity and mushrooming of private English medium schools in Mizoram during the last 20 years or so can be traced to this decision because these schools admit children of age 4 or below whereas government primary schools would admit only children of age 6+. Parents in Mizoram are anxious to send their children to school early as they do not regard the *Anganwadis* under the Department of Social Welfare as schools!

### 5.3.3 *SSA and Pre-School Education*

The SSA, Mizoram has recently started setting up new ECCE Centres which are Pre-Primary sections, attached to the Primary Schools under the SSA. There are 389 such sections with a total enrolment of 10,897\*. Average enrolment works out to 28 learners per Centre. Each Centre is under the care of an Education Volunteer (EV). But there are exceptions as some Centres are looked after by a 'Worker' and a 'Helper'. These new Centres do not provide the comprehensive package of services. The children, covered, belong to 3-5 years of age. Some attempts are made to provide learning readiness programme. The children in these ECCE Centres are provided mid-day meal along with Primary School children.

### 5.3.4 *Pre-Schools in Private Sector*

Pre-schools under private management have their presence too in Mizoram. The private management runs invariably English medium institutions. These schools have been opening classes usually from Nursery/Kindergarten (KG) stage. Thus, before a child is able to sit in Class I, he/she has to attend the Nursery and KG classes (for two years) which simultaneously provide chances for pre-school activities. The accent is on formal learning. In 2008-09, there were 350 private English Medium schools offering pre-school programme.

### 5.3.5 *ECCE: Switch over needed from Social Welfare to Education*

While the 0-3 age group needs a more home-focused/day care approach with health and nutrition interventions being of relatively higher priority as compared to the later stage, this stage can be covered more meaningfully under a convergent mode by the Department of Social Welfare. The District Primary Education Programme (DPEP) experience has, however, demonstrated that 4-6 years olds can benefit more from an ECCE programme, organized as part of a primary school set up under education sector. The advantage is in terms of the child forming a timely bond with, and motivation towards, the primary school. This also facilitates continuity in curriculum through primary school and makes possible adequate attention to and a conducive environment for the educational component, as compared to in the *Anganwadi* model.

*The Commission recommends that the present arrangement of ECCE as the exclusive responsibility of the Department of Social Welfare calls for a review.*

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\*Report of ECCE 2008-09 as on 15<sup>th</sup> March 2009

*The Commission also recommends that action should be taken by the Government of Mizoram as early as possible to ensure that pre-school/pre-primary education of 2 years' duration below Class 1 level is included as an integral part of formal primary education enabling children of 4+ years to gain entry into the pre-primary section of a primary school.*

#### **5.3.6 Institutional Support for Strengthening ECCE**

The State Council of Educational Research and Training (SCERT), Mizoram, has a major task to perform in this regard and this can be initiated by setting up of the State Resource Centre for ECCE in the SCERT. A good number of SCERTs in the country have already taken initiative in this regard. The SCERT can ultimately become a nodal centre for preparation and training of ECCE personnel. The resources of the District Institutes of Education and Training (DIETs) and Block Resource Centers (BRCs) should be sufficiently strengthened in due course so that these institutes can play the role of training centres too.

*The Commission recommends that in order to develop institutional capacity, the SCERT in Mizoram should be designated as the nodal resource institution for ECCE. It may take the help of the national level institutions like the National Council of Educational Research and Training (NCERT) and the National Institute of Public Cooperation and Child Development (NIPCCD), as these institutions have played a significant role in the past in creating capacity for ECCE in the country. The SCERT should shoulder the responsibility for maintaining database and conducting research relating to different aspects of ECCE.*

## **5.4 Elementary Education**

### **5.4.1 Management of Schools**

Like all other States schools in Mizoram are under the management of the Government or private bodies.

#### *Government Schools:*

Government schools are totally maintained by the State Government or the Central Government (as for example, Kendriya Vidyalayas, Jawahar Navodaya Vidyalayas) and Local Bodies.

#### *Private Schools:*

Private schools are of various types, such as:

- (i) *Déficit School:* A school which receives Grant-in-Aid from the Consolidated Fund under the Mizoram Aided School (Recurring and Non-Recurring Grant-in-Aid) Rules 1990. The employees in these schools enjoy the benefit of full pay and allowances.
- (ii) *Ad-hoc Aided School:* A school which receives Grant-in-Aid from the consolidated Fund under the Mizoram Aided Schools (Recurring and Non-Recurring Grant-in-Aid) Rules, 1997. The employees in these schools enjoy the benefit of full pay along with 50% allowances.

- (iii) *Lump-sum Aided Schools*: A school which receives lump-sum grants from the Consolidated Fund under the Mizoram Education (Grant-in-Aid for General Maintenance of Private Schools), Rules, 2006.
- (iv) *Council Deficit* and *Council Aided*: Private school receiving Grant-in-Aid from the Autonomous District Councils.
- (v) Private unaided schools.

#### 5.4.2 Elementary Schools in Mizoram and their Enrolment Pattern

The categories of schools, management-wise, are listed in Table 5.1. One significant development in recent years has been the increasing presence of private unaided schools. The data in Table 5.1 reveals that 27.3% of total primary schools and 27.7% of upper primary (middle) schools happen to be private unaided schools. These schools are relatively urban-based, and have a much higher enrolment on an average. The unaided private primary schools have increased proportionately during the last two years; 27.3% of total primary schools are private institutions. Revealingly, these schools represent 39.4% of total primary school enrolment. *The government primary schools accounting for 47.9% of total schools represent only 39.5% of total primary school enrolment.*

**Table 5.1: Elementary Schools and Enrolment under Different Managements**

Management	Institutions		Enrolment	
	Primary	Upper Primary (Middle)	Primary	Upper Primary (Middle)
Government	47.9%	42.6%	39.5%	45.4%
Private Unaided	27.3%	27.7%	39.4%	29.7%
Local Body	16.0%	7.6%	14.7%	7.1%
SSA-Aided	7.5%	9.9%	4.8%	3.6%
Council Aided	1.2%	2.8%	1.3%	3.7%
Ad hoc Aided	-	5.4%	-	4.6%
Lump-sum Aided	-	2.8%	-	2.3%
Deficit	-	0.9%	-	3.3%

Source: Worked out from Department of School Education (DSE) data 2008

#### 5.4.3 Primary Schools by Distribution of Enrolment

Detailed analysis of Primary Schools of various enrolment categories (Table 5.2) shows 159 schools having enrolment below 30. These schools represent 8.9% per cent of total schools. 569 schools have enrolment between 31-59. These schools account for 31.9% of total. Another 29% of schools (523) have enrolment between 60-89. Thus, 70% primary schools can be termed as small schools. Management-wise analysis shows that *80.5% of schools under Government Management are small schools.* Out of a total of 854 Government schools, 65 schools, 320 schools and 303 (47.9% of total) schools come under the three enrolment categories - below 30, between 31-59 and between 60-89 respectively.

*The purely private schools present a contrasting picture.* These schools (27.3%) have 9.5% of schools below 30 enrolment category, another 22.4% of schools are in 31-59 enrolment category and still another 16.4% are in 60-89 enrolment category. *Thus 48.3% of private schools may be categorized as 'Small Schools'.* Local body schools (16%) have high 69.9% small schools. 70% of Council Aided schools (11.3% of total) too, come under small schools. Most of the small schools under all managements are rural-based.

**Table 5.2: Primary Schools in Mizoram by Distribution of Enrolment**  
(As on 30<sup>th</sup> September, 2008)

Management	Urban/ Rural	No. of schools having enrolment below 30	No. of schools having enrolment between 31 – 59	No. of schools having enrolment between 60 – 89	No. of schools having enrolment between 90-119	No. of schools having enrolment between 120-149	No. of schools having enrolment between 150-199	No. of schools having enrolment of 200 & above	Total
Central Govt.	Urban			1				1	2
State Govt.	Urban	24	118	85	33	21	8	8	297
State Govt.	Rural	41	202	218	62	25	8	1	557
<b>Total of Govt.</b>		<b>65 (7.6%)</b>	<b>320 (35.5%)</b>	<b>303 (35.5%)</b>	<b>95 (11.1%)</b>	<b>46 (5.4%)</b>	<b>16 (1.9%)</b>	<b>9 (1.0%)</b>	<b>854</b>
Local Body	Urban	0	0	0	6	2	3	2	13
Local Body	Rural	14	70	116	53	11	5	4	273
<b>Total of Local Body</b>		<b>14 (4.9%)</b>	<b>70 (24.5%)</b>	<b>116 (40.6%)</b>	<b>59 (20.6%)</b>	<b>13 (4.5%)</b>	<b>8 (2.8%)</b>	<b>6 (2.1%)</b>	<b>286</b>
New P/S	Urban	3	12	4	1	2	1	3	26
New P/S	Rural	31	53	16	5	1	1	0	107
<b>Total of New P/S</b>		<b>34 (25.6%)</b>	<b>65 (48.9%)</b>	<b>20 (15.0%)</b>	<b>6 (4.5%)</b>	<b>3 (2.3%)</b>	<b>2 (1.5%)</b>	<b>3 (2.3%)</b>	<b>133</b>
Council Aided	Urban	-	-	-	1	-	-	-	1
Council Aided	Rural	-	5	3	8	4	1	0	21
<b>Total of Council Aided</b>		<b>-</b>	<b>5 (22.7%)</b>	<b>3 (13.6)</b>	<b>9 (40.9%)</b>	<b>4 (18.2%)</b>	<b>1 (4.5%)</b>	<b>0</b>	<b>22</b>
Purely Private	Urban	10	43	41	43	49	47	52	285
Purely Private	Rural	36	66	39	30	11	11	8	201
<b>Total Purely Private</b>		<b>46 (9.5%)</b>	<b>109 (22.4%)</b>	<b>80 (16.5%)</b>	<b>73(15.0%)</b>	<b>60(12.3%)</b>	<b>58 (11.9%)</b>	<b>60 (12.3%)</b>	<b>486</b>
GRAND TOTAL	Urban	37	173	131	84	74	59	66	624
	Rural	122	396	392	158	52	26	13	1159
	<b>Total</b>	<b>159 (8.9%)</b>	<b>569 (31.9%)</b>	<b>523 (29.3%)</b>	<b>242 (13.6%)</b>	<b>126 (7.1%)</b>	<b>85 (4.8%)</b>	<b>79 (4.4%)</b>	<b>1783</b>

Source: Worked out on the basis of data from the statistical wing, DSE, Government of Mizoram

Note: Figures in parenthesis represent proportion of schools under respective managements.

#### 5.4.4 Upper Primary Schools by Distribution of Enrolment

Analysis of upper primary (middle) schools (Table 5.3) reveals that 373 out of 1,253 schools have enrolment below 30. These schools form 29.8% of the total. Schools having enrolment between 31-59 represent 40.8% upper primary (middle) schools. Thus, 70.6% upper primary (middle) schools are very small schools. Another 18.3% schools have enrolment between 60-89. Only 11% upper primary (middle) schools have enrolment above 90. Management-wise analysis shows that 13.1% and 50.7% Government upper primary (middle) schools are in 'below 30' and 'between 30-59' enrolment categories. Thus, 63.8% Government upper primary (middle) Schools are very small schools. Another 25.7% schools have enrolment between 60-89 on an average. Only 10.5% of Government schools have enrolment above 90. The Government upper primary (middle) schools account for 42.6% of all schools.

**Table 5.3: Upper Primary (Middle) Schools in Mizoram by Distribution of Enrolment**  
(As on 30<sup>th</sup> September, 2008)

Management	Urban/ Rural	No. of schools having enrolment below 30	No. of schools having enrolment between 31 – 59	No. of schools having enrolment between 60 – 89	No. of schools having enrolment between 90-119	No. of schools having enrolment between 120-149	No. of schools having enrolment between 150-199	No. of schools having enrolment of 200 & above	Total
Central Govt.	Urban	1	1	2	2	1	0	0	7
State Govt.	Urban	18	81	65	22	7	3	1	197
State Govt.	Rural	52	190	72	21	2	0	0	337
<b>Total of Govt.</b>		<b>70 (13.1%)</b>	<b>271 (50.7%)</b>	<b>137 (25.7%)</b>	<b>43 (8.0%)</b>	<b>9 (1.7%)</b>	<b>3 (0.6%)</b>	<b>1 (0.2%)</b>	<b>534</b>
New M/S	Urban	15	3	0	0	0	0	0	18
New M/S	Rural	94	12	0	0	0	0	0	106
<b>Total of New M/S</b>		<b>109 (87.9%)</b>	<b>15(12.1%)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>124</b>
Deficit	Urban	0	1	0	0	4	0	4	9
Deficit	Rural	0	0	0	1	0	0	0	1
<b>Total of Deficit</b>		<b>0</b>	<b>1 (10.0%)</b>	<b>0</b>	<b>1 (10.0%)</b>	<b>4 (40.0%)</b>	<b>0</b>	<b>4 (40.0%)</b>	<b>10</b>
Local Body	Urban	0	0	2	0	0	0	0	2
Local Body	Rural	27	44	16	3	2	1	0	93
<b>Total of Local Body</b>		<b>27 (28.4%)</b>	<b>44 (46.3%)</b>	<b>18 (18.9%)</b>	<b>3 (3.2%)</b>	<b>2 (2.1%)</b>	<b>1 (1.0%)</b>	<b>0</b>	<b>95</b>
Council	Urban	0	3	1	3	2	0	0	9
Deficit	Rural	8	14	4	0	0	0	0	26
<b>Total of Council Deficit</b>		<b>8 (22.9%)</b>	<b>17 (48.6%)</b>	<b>5 (14.3%)</b>	<b>3 (8.6%)</b>	<b>2 (5.7%)</b>	<b>0</b>	<b>0</b>	<b>35</b>
Ad hoc Aided	Urban	3	12	7	2	0	0	0	24
Ad hoc Aided	Rural	14	23	3	1	1	0	0	42
<b>Total of Ad hoc Aided</b>		<b>17 (25.8%)</b>	<b>35 (53.0%)</b>	<b>10 (15.1%)</b>	<b>3 (4.5%)</b>	<b>1 (1.5%)</b>	<b>0</b>	<b>0</b>	<b>66</b>
Lump sum Aided	Urban	6	6	3	0	2	0	0	17
Lump sum Aided	Rural	9	7	1	0	0	0	0	17
<b>Total of Lump sum Aided</b>		<b>15 (44.1%)</b>	<b>13 (38.2%)</b>	<b>4 (11.8%)</b>	<b>0</b>	<b>2 (5.9%)</b>	<b>0</b>	<b>0</b>	<b>34</b>
Council Aided	Rural	0	0	1	0	0	0	0	1
Purely Private	Urban	59	85	44	19	12	6	10	235
Purely Private	Rural	67	29	9	4	2	1	0	112
<b>Total of Purely Private</b>		<b>126 (36.3%)</b>	<b>114 (32.8%)</b>	<b>53 (15.3%)</b>	<b>23 (6.6%)</b>	<b>14 (4.0%)</b>	<b>7 (2.0%)</b>	<b>10 (2.9%)</b>	<b>347</b>
<b>GRAND TOTAL</b>	Urban	<b>102</b>	<b>192</b>	<b>124</b>	<b>48</b>	<b>28</b>	<b>9</b>	<b>15</b>	<b>518</b>
	Rural	<b>271</b>	<b>319</b>	<b>106</b>	<b>30</b>	<b>7</b>	<b>2</b>	<b>0</b>	<b>735</b>
	<b>Total</b>	<b>373(29.8%)</b>	<b>511(40.8%)</b>	<b>230(18.4%)</b>	<b>78 (6.2%)</b>	<b>35 (2.8%)</b>	<b>11 (0.9%)</b>	<b>15 (1.2%)</b>	<b>1253</b>

Source: Worked out on the basis of the data from statistical wing, DSE, Government of Mizoram

Note: Figures in parenthesis are proportion of schools under respective managements.

*The purely Private Schools (27.7% of total schools) have 56.6% schools and 35.7% schools in 'below 30' and 'between 31-59' category respectively. New upper primary (middle) schools (SSA-aided erstwhile Educational Guarantee Scheme (EGS Centres) have 109 out of a total of 124 schools with enrolment strength below 30. Thus, 87.9% new upper primary (middle) schools are unviable. Local Body Schools (7.6% of total upper primary (middle) schools) have 74.7% of schools with enrolment below 59.*

The small-sized schools are obviously expensive in comparison to the schools which have optimal level of student strength as a minimum number of teachers have to be provided in a school irrespective of the number of students. In an Upper Primary (Middle) or High School, at least one teacher for each subject shall have to be provided. However, it becomes difficult to provide teachers in all subjects, specially non-examination subjects like Physical Education, Art Education, Work Education, etc. Moreover, in a small school, it is not possible to provide all the essential facilities of library, laboratory, workshops, playgrounds,

sports equipments and materials, etc., and in the absence of essential infrastructure and other facilities, it is the quality of education that suffers the most.

The *prima facie* reasons for the existence of unviable (small-sized) government schools are:

- (i) Establishment of schools on the basis of popular demand without taking into consideration the size of the student population in the catchment area of the school.
- (ii) Migration of government school students to the private schools.
- (iii) Uncontrolled and unregulated expansion of educational facilities in the private sector.
- (iv) Exclusive stage-specific schools

#### 5.4.5 *Institutional Viability*

Small schools are a disquieting feature of Mizoram elementary school system. Small schools pose two kinds of challenges. First, a small school because of its sub-optimal level underutilizes teachers for a very small number of children, distorting the teacher-pupil ratio norm. Secondly, small schools are likely to remain less equipped in terms of physical infrastructure as well as academic facilities and perpetuate multi-grade teaching as the norm. Quality of education becomes the real casualty in this, if not carefully handled.

A multipronged approach needs to be adopted for promoting the institutional viability. First, it is necessary to begin a process of consolidation of very small schools by combining some of them operating in the neighbourhood. Consolidation of schools can generate resources. Secondly, a number of Primary schools could be amalgamated with an Upper Primary school. Thirdly, a school complex experiment (or a Central nodal school in a cluster) could be tried out in a need-based manner. Specifically, small schools could be linked with the local Central nodal school which could be equipped with additional facilities that could be shared with others. *Linking arrangement between a small school and a central nodal school should be established after proper school mapping exercises and identification of the right combination of schools through mutual consultation process. The central nodal school, thus identified, could be equipped under a special scheme with enhanced human and academic resources.*

The merger of small schools, both primary and upper primary, should be taken up with great care and caution. The institutional viability cannot be the sole criterion for the closure or merger of a school as the State is duty bound to ensure access to schooling to every child of 6-14 years within a distance of one km and 3 kms in respect of primary and upper primary schools respectively. In case, the merger of small-sized school with a neighbouring school is likely to disrupt the education of children, then it should continue to function as a separate school despite its non-viability. *In other words, the closure or merger of a school should not be decided mechanically on the basis of enrolment size alone. There is a need to examine each case separately for which separate criteria shall have to be developed for each school.*

*The Commission recommends that the Government of Mizoram should appoint a Task Force to examine the viability of small schools on case to case basis and to recommend their merger, amalgamation or continuation on the basis of school-based or location-specific criteria.*

#### 5.4.6 Reorganization of Schools

It has also been noticed from the data that a school in Mizoram exclusively caters to one sub-stage of school education, namely, Primary (I-IV), Upper Primary (Middle) (V-VII), Secondary (High School) (VIII-X) and Higher Secondary (XI-XII). Thus, a school in Mizoram has a minimum of 2 classes and a maximum of 4 in a stage of education. If an Upper Primary (Middle) school has Classes I-VIII, the benefits of enhanced level of facilities will accrue to the students of Primary classes also. Likewise, a Secondary (High school) having VI to X or I to X will mean better inputs for quality education for the students of upper primary and primary classes as well as better qualified teachers will be available in the school itself to guide and support the teachers of lower classes. If the Secondary classes are attached with the Higher Secondary classes, the expertise of teachers possessing post-graduate qualifications could be made available to the students of Classes IX and X also.

*The Commission recommends that the schooling system in the State may be reorganized so as to ensure that a school starts with Class I and goes upto the highest Class of the stage which is the basis of the nomenclature of the school. In other words, schools in the State may be re-organized as under:-*

(i) Primary Schools	Classes I-V
(ii) Upper Primary (Middle) Schools	Classes I-VIII
(iii) Secondary (High) Schools	Classes I-X
(iv) Higher Secondary Schools	Classes I-XII

#### 5.4.7 Right of Children to Free and Compulsory Education Act, 2009: Implications for Reform

The 86<sup>th</sup> Constitutional amendment 2002, culminating in the enactment by the Parliament of the “*Right of Children to Free and Compulsory Education Act, 2009*,” has been a historic moment in the educational history of independent India. It has taken almost 60 years to move our concern for universal elementary education from the Directive Principles of the State Policy to making it a Fundamental Right. The Act provides for admission for free and compulsory education in a neighbourhood (Section 3). It also provides for admission to a child not enrolled or who has dropped out, in a class appropriate to his/her age (Section 4). Section 8 and 9 of the Act spell out the obligations of the Government for providing facilities for compulsory education to all children without discrimination. The Act prohibits collection of ‘capitation fee’ and use of ‘screening procedure’ for admission (Section 13.1) and also provides for punishment for their violation. The Act provides for admission without insisting upon production of age proof (Section 14) and bans corporal punishment (Section 17) and private tuition by teachers (Section 28). It also prohibits ‘expulsion of a child’ from school (Section 16).

The Act mandates a Teacher: Pupil Ratio of 1:30 for primary classes and 1:35 for upper primary classes. This will imply that a large number of teachers will be additionally required to conform to the stipulations of the Act. There is also a stipulation that unaided school not receiving any kind of aid or grant to meet its expenses from the Government shall admit in Class I, to the extent of at least 25%, of the strength of that class, children belonging to weaker sections and disadvantaged groups in the neighbourhood and provide free and compulsory elementary education till its completion. A copy of the *Right of Children to Free and Compulsory Education Act, 2009* is given at **Annexure 5.1** for reference.

*The Commission recommends that the State Government should immediately set up a mechanism to study the Act and the Model Rules drafted thereon and initiate implementation of the provisions after incorporating modifications in the Model Rules to suit the contextuality of the State. This needs to be undertaken urgently since the Act has come into force with effect from 1<sup>st</sup> April, 2010.*

#### 5.4.8 Drop-out and Universal Elementary Education

With the enactment of *Right of Children to Free and Compulsory Education Act, 2009*, the question of drop-outs acquires a different definition. It shall be the duty of every parent or guardian to admit or cause to be admitted his/her child or ward, as the case may be, to an elementary school in the neighbourhood school (Section 10). This has also been listed as a Fundamental Duty of every parent vide clause (k) of Article 51A of the Constitution of India: Fundamental Duties of Citizens. In developed countries, non-performance of this duty by parents can lead to legal action on them; in its essential spirit in the Indian Context, the approach will be on advocacy for persuasion to honour this right of the child.

Amongst others, the Village Education Committees (VECs) have to perform the duty of ensuring that no child in the age group 6-14 years is outside the reach of the formal school. It is now well recognized that once the child has seen the benefit of education for eight years upto the age of 14, the chances of his/her discontinuing education after the elementary stage substantially diminish. In fact, achieving universal elementary education is laying a solid foundation for moving towards the cherished goal of providing universal secondary education, realized in developed countries of the world.

### 5.5 Secondary Education

Secondary education is the education of the children in their adolescence - the most crucial period of human life. Building on the childhood, human beings graduate to adulthood through adolescence as productive members of the society. Thus, development of a society or a nation is inseparable from education of the adolescents and, therefore, secondary education. Higher education that guards the development frontiers of our nation stands on the pillars of secondary education. A weak pillar can offer only weak support. Primary education draws its teaching personnel from secondary education; weak secondary education can hardly produce strong and dependable teachers for our primary schools. This is a significant stage of school education and it will be incumbent to move towards universalization of secondary education as early as possible. Considering the rate of literacy, this should be possible for the State of Mizoram.

The Government of India has spelt out the broad objectives of secondary education as envisioned under the *Rashtriya Madhyamik Shiksha Abhiyan (RMSA)* as:

- To provide a secondary school within a reasonable distance of any habitation, which should be 5 kilometers for secondary schools and 7 – 10 kms for higher secondary schools.
- To ensure universal access to secondary education and universal retention by 2020,
- To provide access to secondary education with special reference to economically weaker sections of the society, the educationally backward, the girls and the disabled children residing in rural areas and other marginalized categories like SC, ST, OBC and Educationally Backward Minorities (EBMs).



### 5.5.1 Secondary Schools in Mizoram and their Enrolment Pattern

Table 5.4 shows the management categories for secondary education. The percentage of Government schools in the total of 502 schools is 39.6%. Purely private schools come next with 25.9% of total. Ad hoc Aided schools are a close third with 25.7% of the total schools. Whereas, the majority of Government schools as well as Ad hoc Aided schools are rural based, the purely private schools have dominant presence in urban areas. A vast majority of the schools are small with 89 Pupils Per School (PPS) on an average. The old Deficit schools (9 in all) are surprisingly quite big with a PPS of 362.

**Table 5.4: Secondary Schools, Enrolment, PPS and Participation Rate**  
(As on 30<sup>th</sup> September, 2008)

Sl. No.	Management	Urban/Rural	No. of Schools	Enrolment			P.P.S	Participation Rate
				Boys	Girls	Total		
1	Central Govt.	Urban	4	247	187	434	108	76
2	State Govt.	Urban	79	5663	6094	11757	149	107
	State Govt.	Rural	120	4199	3876	8075	67	93
	<b>Total</b>		<b>199 (39.64%)</b>	<b>9862</b>	<b>9970</b>	<b>19832</b>	<b>100</b>	<b>101</b>
3	Deficit	Urban	8	1425	1589	3014	377	111
	Deficit	Rural	1	145	103	248	248	71
	<b>Total</b>		<b>9 (1.8%)</b>	<b>1570</b>	<b>1692</b>	<b>3262</b>	<b>362</b>	<b>108</b>
4	Ad hoc Aided	Urban	44	2087	2126	4213	96	102
	Ad hoc Aided	Rural	85	2327	1990	4317	51	85
	<b>Total</b>		<b>129 (25.7%)</b>	<b>4414</b>	<b>4116</b>	<b>8530</b>	<b>66</b>	<b>93</b>
5	Lump sum Aided	Urban	16	664	596	1260	79	90
	Lump sum Aided	Rural	15	408	310	718	48	76
	<b>Total</b>		<b>31 (6.2%)</b>	<b>1072</b>	<b>906</b>	<b>1978</b>	<b>64</b>	<b>84</b>
6	Purely Private	Urban	109	4547	4379	8926	82	96
	Purely Private	Rural	21	921	693	1614	77	75
	<b>Total</b>		<b>130 (25.9%)</b>	<b>5468</b>	<b>5072</b>	<b>10540</b>	<b>81</b>	<b>93</b>
Total		Urban	260	14633	14971	29604	114	102
		Rural	242	8000	6972	14972	62	87
	<b>Grand Total</b>		<b>502</b>	<b>22633</b>	<b>21943</b>	<b>44576</b>	<b>89</b>	<b>97</b>

Source: Statistical Wing, DSE, Government of Mizoram

### 5.5.2 Secondary Schools by Distribution of Enrolment

Table 5.5 presents a picture of secondary (high) schools of different enrolment categories. Analysis shows that 44 secondary (high) schools of the State have enrolment below 30. Another 192 schools have enrolment between 31 and 59. *These 47% of total schools are 'very small'*. Management wise, 37.6% Government schools, 60.4% Ad hoc Aided schools, 64.5% Lump-sum Aided schools and 46.2% Purely private schools can be termed as 'very small' schools with an enrolment below 59. In fact, schools having enrolment between 60-89 are also small institutions. *Thus, virtually 70.7% of high schools are 'Small Schools'*.

The concerns for institutional viability are the same as already discussed for elementary schools (primary and upper primary). The same discussion is relevant for making secondary schools viable from the point of view already discussed.

**Table 5.5: Secondary Schools in Mizoram by Distribution of Enrolment**  
(As on 30<sup>th</sup> September, 2008)

Management	Urban/Rural	No. of schools having enrolment below 30	No. of schools having enrolment between 31 – 59	No. of schools having enrolment between 60 – 89	No. of schools having enrolment between 90-119	No. of schools having enrolment between 120-149	No. of schools having enrolment between 150-199	No. of schools having enrolment of 200 & above	Total
Central Govt.	Urban		2				2		4
State Govt.	Urban	2	11	14	11	16	11	14	79
State Govt.	Rural	14	48	34	12	8	2	2	120
<b>Total of Govt.</b>		<b>16 (8.0%)</b>	<b>59 (29.6%)</b>	<b>48 (24.1%)</b>	<b>23 (11.6%)</b>	<b>24 (12.1%)</b>	<b>13 (6.5%)</b>	<b>16 (8.0%)</b>	<b>199</b>
Deficit	Urban		1					7	8
Deficit	Rural							1	1
<b>Total of Deficit</b>			<b>1 (11.1%)</b>					<b>8 (88.9%)</b>	<b>9</b>
Ad hoc Aided	Urban	1	11	18	8	1	1	4	44
Ad hoc Aided	Rural	10	56	14	4	0	1		85
<b>Total of Ad hoc Aided</b>		<b>11 (8.5%)</b>	<b>67 (51.9%)</b>	<b>32 (24.8%)</b>	<b>12 (9.3%)</b>	<b>1 (0.8%)</b>	<b>2 (1.6%)</b>	<b>4 (3.1%)</b>	<b>129</b>
Lump sum Aided	Urban	2	6	3	3		1	1	16
Lump sum Aided	Rural	1	11	2	1				15
<b>Total of Lump sum Aided</b>		<b>3 (9.7%)</b>	<b>17 (54.8%)</b>	<b>5 (16.1%)</b>	<b>4 (12.9%)</b>		<b>1 (3.2%)</b>	<b>1 (3.2%)</b>	<b>31</b>
Purely Private	Urban	12	41	27	12	6	6	5	109
Purely Private	Rural	2	5	7	3	4			21
<b>Total of Purely Private</b>		<b>14 (10.8%)</b>	<b>46 (35.4%)</b>	<b>34 (26.1%)</b>	<b>15 (11.5%)</b>	<b>10 (7.7%)</b>	<b>6 (4.6%)</b>	<b>5 (3.8%)</b>	<b>130</b>
Total of Urban		17	72	62	34	23	21	31	260
Total of Rural		27	120	57	20	12	3	3	242
<b>Grand Total</b>		<b>44 (8.8%)</b>	<b>192 (38.2%)</b>	<b>119 (23.7%)</b>	<b>54 (10.8%)</b>	<b>35 (7.0%)</b>	<b>24 (4.8%)</b>	<b>34 (6.8%)</b>	<b>502</b>

Source: Statistical Wing, DSE, Government of Mizoram

### 5.5.3 Mushrooming of Secondary Schools

In 1975, there were 99 secondary schools which were found to be too many by the Inquiry Committee set up by the Government of Mizoram to inquire into the deteriorating standards of school education. By 1985, the number of schools rose to 140, a decadal growth of 41%. By 1994 the number of schools shot up to 248, leading to a growth of 103% in 9 years. Whereas a Secondary School was catering to the educational needs of a population of around 3,500 upto 1985, by 1994 the population coverage for school dwindled down to 2,500. *It is no wonder that a vast majority of schools hardly get minimum number of students to justify their existence.*

The Secondary Schools, by and large, have become “neighbourhood primary schools”, the main justification of their setting up is the easy accessibility of young children. A secondary school, because of its organizational structure and functioning and consequential higher unit cost, cannot spring up in every nook and corner of the State. There must be sufficient number of feeder institutions and a sizeable age-specific young population to sustain a secondary school. *In view of the sparse population and hilly terrain, the State norm could have been one school per 4,000 population.* With a little further relaxation, the state can at best have 250 high schools. The foregoing analysis has found that 47% of 502 high schools are ‘very small’ and are non-viable. An objective survey will discover many more such structures that pass for a secondary school.

No corrective action in the form of rationalization has been taken by the Department of Education which has framed its “Terms and Conditions for Granting Permission for Opening High Schools”, the clause 4 of which says: “A new school shall not adversely affect

*the enrolment of any institution of the same type within two miles of its location”*. It is incomprehensible how new schools violating basic Departmental rules can continue to exist with impunity.

A multi-pronged strategy shall be required to address the problem of small-sized unviable secondary schools. The amalgamation of schools, both horizontal and vertical, that is, among schools of the same stage and among schools of different stages respectively, is needed to solve the problem. *The adoption of the policy of comprehensive schools shall ensure vertical amalgamation but for horizontal amalgamation of same stage schools, each case shall have to be reviewed separately for which suitable criteria based on the total population, student population, number of schools and distance from different habitations in the catchment area of the school should be evolved.*

*The Commission recommends that a task force be setup to map the exercise of horizontal and vertical amalgamation of non-viable schools, based on an appropriately designed criteria and working out administrative and financial implications in the interest of optimal utilization of physical and human resources.*

In addition, before allowing a private school at a particular place, ‘Essentiality Certificate’ issued by the competent authority should be the pre-requisite. The Certificate should clearly state the possible impact of the proposed school on the viability of the existing government and private schools. However, if the proposed school has the potential of providing better quality education, specially in new curricular areas, it should be permitted and in that case, the existing schools could be considered for amalgamation.

## **5.6 Higher Secondary Education: Academic Stream**

Higher secondary education is a crucial and terminal stage of the school system. It is a gateway for higher education and also a vital link to the world of work. While the developed world has reached a stage where 12 years of school education has become universal, it is undergoing a transformation in the developing countries, including India. The greatest pressure in the coming years will be to redefine the role of higher secondary education consistent with the long-term social and economic development strategy of the country. Diversification of education into academic and vocational streams characterizes this stage of education. The two streams have very different characters and the nature of inputs required for running them are different in scope and management. The discussion which follows is confined to the two main streams, academic and vocational.

### *5.6.1 The Beginnings: Growth and Enrolment*

As mentioned in *Chapter 3: Education in Mizoram in Retrospect*, the higher secondary stage was de-linked from the University system and was attached to the school system in 1996. To regulate, supervise and develop Higher Secondary Education, as a part of the school system, the responsibility was vested with the MBSE by way of extending its jurisdiction over the stage. A new Board was not envisaged in view of the relatively manageable size of the +2 stage. The MBSE initially responded to the new task by creating a “Higher Secondary Cell” within the MBSE.

In the first phase of upgradation of secondary schools, the old Government High Schools were selected keeping in view the regional needs and higher secondary sections of these schools were brought under direct Government management. Similarly, established denominational schools, receiving recurring grant-in-aid, were also upgraded and brought

under the 'Deficit' grant-in-aid system. In the extension phase, five Government schools and two Government-aided schools (a total of seven) were given ad hoc permission to start higher secondary classes. Each of these schools was sanctioned 14 posts of Post-Graduate Teachers (PGTs) on contract basis. The seven schools were categorized as 'upgraded' schools. By 2000, five purely private schools were allowed to start Higher Secondary Classes. In 2001, eight more private institutions got the Departmental nod to start Higher Secondary Schools.

By 2001, a dual system was virtually allowed to function. Thirteen colleges were permitted to conduct Higher Secondary classes. These institutions mostly offered liberal Arts programme. A majority of these relatively junior private colleges had very small enrolment figures; nine out of these thirteen colleges were almost non-functional.

There has been expansion of higher secondary schools during recent years. The latest statistics show an increase of 47 schools during 2001-08 (Table 5.6) largely in the category of Ad hoc Aided schools and Lump sum aided schools. The rise of purely private schools is noticeable. Out of a total 85 schools, 33% schools are run by private enterprise. Government schools come next with 27% of the total. About 15 to 16% of schools are under the management of each of the new categories of schools (Ad hoc aided and Lump-sum aided). There has been no addition to the old Deficit schools over the years; 8.2% of schools are under their management

**Table 5.6: Enrolment in Higher Secondary Schools under different Managements (2008-09)**

Management	Institutions	Enrolment	Enrolment as % of Total	Average Enrolment
Government	23	7,234	49.4	314
Deficit Aided	7	2,815	19.2	402
Ad hoc Aided	13	1,002	6.8	77
Lump-sum Aided	14	725	4.9	52
Purely private	28	2,873	19.6	103
<b>Total</b>	<b>85</b>	<b>14,649</b>	<b>100.00</b>	<b>172</b>

Source: Statistical Wing, DSE, Government of Mizoram

### 5.6.2 Stream-wise enrolment

A little more than two thirds of students (67.9%) are enrolled in 'Arts' stream. Science draws less than a quarter (22.7%) of total enrolment. Commerce and vocational courses do not attract many students (Table 5.7). The data show that participation rate of girls is very encouraging; girls represent about 49% of total enrolment. What is striking is the almost equal number of boys and girls participating in science stream.

**Table 5.7: Stream-wise Enrolment (As on 30<sup>th</sup> September, 2008)**

Stream	Enrolment of Class XI		Enrolment in Class XII		Enrolment in Classes XI & XII	
	Total	% of Girls	Total	% of Girls	Total	% of Girls
Arts	5204 (67.8)	52.0%	4705 (67.8)	47.82 %	9953(67.9)	49.80%
Science	1668 (21.7)	48.68%	1665 (24.0)	49.12%	3333(22.7)	48.90%
Commerce	426(5.5)	41.07%	394(5.7)	40.10%	820(5.6)	40.60%
Vocational	373(4.9)	46.38%	170(2.4)	43.52%	543(3.7)	45.48%
Total	7671 (100.0)	50.41%	6934 (100.0)	47.59%	14649(100.0)	48.92%

Source: Statistical Wing, DSE, Government of Mizoram

### 5.6.3 Courses Offered in Higher Secondary Schools in Mizoram

Analysis of courses offered in institutions under different managements is quite revealing (Table 5.8). Of the 85 institutions, only 4 institutions are offering all the four streams: Arts, Science, Commerce and Vocational. 25 institutions (29.4% of total) have provision for science course along with other courses. A very high 90.6% of schools are offering liberal Arts courses. In fact, 61% of schools are single stream 'Arts' schools. All the Ad hoc aided and Lump-sum Aided schools form the bulk of these single stream schools. *These schools have neither the infrastructural facility nor teaching input to offer science course to their students.*

**Table 5.8: Courses Offered in Institutions under Different Managements**

Courses offered	Government	Deficit	Ad hoc Aided	Lump sum Aided	Purely Private	Total
Arts, Sc, Com & Voc	3	1	-	-	-	4
Arts, Sc, Com					1	1
Arts, Sc, & Voc	3	1				4
Sc, Com, Voc		1				
Arts & Sc	4	2			4	10
Arts & Com		1			4	5
Arts & Voc		1				1
Science	2				3	5
Vocational				2		
Arts	1		13	12	16	52
Total	23 (27%)	7 (8.2%)	13 (15.3%)	14 (16.5%)	28 (33%)	85 (100%)

Source: Worked out from relevant data of Statistical wing DSE, Government of Mizoram, 2008-09

Broad analysis of enrolment shows PPS of 172 on an average. Exceptions are the Deficit aided and Government schools with an average enrolment of 402 and 314 respectively. Ad hoc Aided schools (PPS 77) and Lump-sum Aided Schools (PPS 52) can be termed as 'very small' schools. Purely private schools (PPS 103) also fall under the category of small schools.

### 5.6.4 Science Education

Science courses were offered in 10% of the Higher Secondary Schools in 2001. Over the years, there has been expansion of the facilities in the school system. The number of schools having science section has increased from 9 schools in 2001 to 25 in 2009. These schools account for 29% of the total number of schools. The proportion of students, opting for science stream, is not even a quarter of total enrolment at +2 stage. In absolute terms, their number is small. In 2009, only 1,173 candidates appeared for the HSSLC examination, 880 passed. The state needs a much larger number of science graduates from the school system.

Disaggregated analysis of location of Higher Secondary Schools reveals that 15 out of 25 total schools having science section are located in Aizawl district. Serchhip and Saiha have 2 schools each. Champhai and Kolasib districts have just one school each. Mamit and Lawngtlai districts do not have a single school offering science stream (Table 5.9). Mamit has 15 Government High schools and 15 Private High Schools. Lawngtlai has 17 Government High Schools and 23 Private Schools. There appears to be uneven spread of science education facility at the +2 stage as is evident from this disaggregated data.

**Table 5.9: District-wise Number of Higher Secondary Schools Offering Different Courses**

Courses offered	Aizawl	Champhai	Kolasib	Lawngtlai	Lunglei	Mamit	Saiha	Serchip	Total
Arts, Sc, Com & Voc	1	1			2				4
Arts, Sc, Com	1								1
Arts, Sc, Voc	1		1				1	1	4
Sc, Com, Voc	1								1
Arts & Sc	8				1			1	10
Arts & Com	3				1		1		5
Arts & Voc	1								1
Science	3				1		1		5
Vocational	1	1							2
Arts	24	5	2	3	9	4	1	4	52
Total	44 (51.8)	7 (8.2)	3 (3.5)	3 (3.5)	14 (16.5)	4 (4.7)	4 (4.7)	6 (7.1)	85 (100.00)

Source: Statistical Wing, DSE, Government of Mizoram 2008-09

Apart from the issue of expansion of science education facilities throughout the State, another issue that deserves attention is the question of adequacy in the existing provisions. Quite a few institutions have space constraint as well as inadequate laboratory facilities. The Heads of a few Government institutions complain against the indifferent quality of chemicals and apparatus, supplied by the SCERT. Laboratories of the majority of the schools are not functionally efficient. As a result, students of quite a few schools take their final practical examination through centralized arrangement.

#### 5.6.5 Streaming Within Academic and Vocational Streams

The national education system has suggested undiversified general education upto the secondary stage. At the higher secondary stage, in view of its terminal nature, diversification into academic and vocational streams assumes significance. It is seen from the information given in Table 5.8, the courses in the academic stream fall into Arts, Science and Commerce streams. While this categorization may have some advantages for students whose aptitudes determine their choice for a particular stream, it has disadvantages of hampering a holistic development of the intellectual potential of many students. In the changing scenario, there must be opportunities to choose courses from multiple streams and earn the required credits for certification. Interdisciplinarity has assumed a great significance to opt for emerging fields of biotechnology, biochemistry, microbiology, biophysics, etc. which require a good conceptual background in several disciplines, including mathematics. This aspect has curricular implications and will be dealt with in *Chapter 6: School Curriculum: Concerns and Imperatives*.

#### 5.6.6 Review and Monitoring

The MBSE-led Inspection of Higher Secondary Schools in June 2009 was the first attempt at reviewing the functioning of the schools since 1996. And this Inspection was carried out at the behest of the Minister of Education. The findings, though not exhaustive, have brought to light number of management issues, that ought to have been addressed much earlier. Regulatory mechanism at MBSE is not properly focused on the higher stages

of school education. The Directorate of School Education has, also, not made effective restructuring of the supervisory wing to supervise, monitor, evaluate and take steps to introduce necessary corrective steps and reforms. *The management capacity of the MBSE should be immediately bolstered enabling it to carry out its regulatory and quality control functions continuously.*

As per the latest MBSE report, 40 schools, accounting for 47% of total number of Higher Secondary Schools, are non-affiliated institutions. These institutions have been functioning as 'Institutional Privates' for the last 5 years.

*The Commission recommends that MBSE affiliation should be a pre-requisite for the grant of permanent recognition by the government. The schools should be required to obtain MBSE affiliation within three years from the date of their establishment.*

The Government Higher Secondary Schools are at the receiving end of the multilayered hierarchy. As an immediate measure, certain devolution of power, financial in particular, should be effected to encourage functional autonomy of the institutions. As a preparatory step, framing of clear-cut guidelines for institutional management and re-orientation of external support system have to be done. A renewed planned initiative may be taken to revive the school complex experiment. A pilot exercise for a year or two will give sufficient insight into the nature of functioning. Scaling up should be done with necessary modification. The entire exercise should be carried out in close consultation with the stakeholders.

*The Commission recommends that the unplanned expansion of higher secondary education calls for an immediate review. The Department of Education needs to constitute a Review Committee with clear terms of reference. The Committee shall, inter alia, examine the present status of the higher secondary stage in all its dimensions within a definite time frame and come out with concrete recommendations. The committee should identify the institutions for upgradation, make an estimate of the needs of the existing as well as the prospective schools for their optimum level of functioning. The Committee should also be empowered to recommend discontinuation of +2 stage in those existing institutions that have, in the considered opinion of the Committee, no scope for improvement.*

## **5.7 Higher Secondary Education: Vocational Stream**

### *5.7.1 Vocational Education as part of Formal School System*

Vocational Education has been accorded high priority in the NPE, 1986 which states *"The introduction of systematic, well-planned and rigorously implemented programme of vocational education will be a distinct stream intended to prepare students for identified vocations spanning several areas of activity"*

Vocationalization of education has its roots both in the school sector and also outside the school system. Neglecting Work Education in our schools seems to have resulted in aversion to work with hands amongst our youth. Therefore, reviving Work Education at the elementary stage and introducing Pre-vocational education at the secondary stage will provide vocational readiness. *The NCERT's Focus Group on Work and Education on school curriculum emphasizes that work has to become a component of learning through all curricular areas.* Therefore, the foundation of vocational education and respect for developing dignity of labour has to begin from the school stage. Consequent on the *Right of Children to Free and Compulsory Education Act, 2009*, there are common curricular

specifications for all upto Class VIII and it is only thereafter that diversification in the form of pre-vocational orientation could be planned, to be extended further into higher secondary stage as a full-fledged vocational stream.

There is, however, a vast area for vocational education outside the school sector, particularly for those who may have aptitude for it and also for those who may not be able to demonstrate their aptitude for higher education. This aspect is dealt with in *Chapter 11: Vocational Education and Training: Integration of Knowledge and Skills*.

### 5.7.2 A Vision of Vocational Education in Higher Secondary Schools

One of the main thrust areas for transformation of education in Mizoram is to develop need-based State-specific Vocational Education and Training (VET) programmes to create employment opportunities for the youth of the State, when they reach the higher secondary stage.

It would be important to seek collaboration with institutes, agencies, both governmental and non-governmental, to help create a holistic integration of systems for optimum results. The curriculum has to be so designed as to help the youth to choose a vocational area of its choice and get trained in any skill relevant to their native locale and culture so that in addition to their regular education, they can also become skilled to earn a living. The curriculum should not only develop skills but also develop entrepreneurial and managerial aptitude. A few pertinent concerns are outlined below:

#### (a) *Need to Integrate Vocational Stream with the General Academic Stream*

The present single-track educational system does not provide for alternative routes to the student at different stages that may equip him/her with relevant know-how in areas of his/her interest. In other words, *students need to be trained in the vocations/that are relevant to the State and also to their liking*. There is thus an urgent need for a framework which can coordinate the educational effort in the State so that there is optimal utilization of available physical and human resource for excellence in education. The single track educational system must provide for alternative routes to the student at different stages which may equip him/her with relevant know-how in areas of his/her interest. This has also curricular implications which will be referred to in Chapter 6: *School Curriculum: Concerns and Imperatives*.

#### (b) *Training for Participation in Economic Life*

The goals of vocational education in the context of Mizoram economy will relate broadly to the following:

- (i) Agriculture and allied sectors including forestry, fisheries, animal husbandry, etc.;
- (ii) Vocational streams of the new economy for example, electricians, electronics, motor-mechanics, computer/mobile technicians, etc.;
- (iii) Higher professional streams including Information Technology (IT), engineering, medicine, mining, management, etc; and
- (iv) Life-skills programmes based on humanities, social sciences, physical sciences, biological sciences, liberal arts. etc.



Appropriate courses of varying duration in the above mentioned areas will have to be designed and offered in the schools. The course offering in schools will, however, depend upon the location of the school to the proximity of the employment market and the physical and human resources available in the school.

(c) *Skill-upgradation in Vocations Relevant to the Area*

To address the problem of unemployment, students/youth need to be trained in skills/vocations (that are relevant to the area and to their liking) to enable them to earn a living when they leave the education system. For this, the vocational stream has to be integrated with the general academic stream and the courses have to be appropriately restructured and reoriented. Vocationalisation at the secondary level should provide for entry both in the general stream and in the professional stream depending on the student's choice.

(d) *Liaison with the Employment Market*

In pursuance of the intent to liaise with employers, it will be necessary that the Government of Mizoram supports endeavours and take measures to increase employability of students receiving education, particularly in the IT sector. Based on the experience to be gained from this initiative, similar approaches need to be initiated in other sectors like horticulture, agro-industries, micro-hydel power, herbal medicine, etc. and build up a State Repository so that no time is wasted in generating course material which will be need-based and State-specific.

(e) *Appraisal of Vocational Education as a part of Formal School*

The formal school is most geared for academic education. The profile of its faculty and the head of the administration of the school system are not equipped with the philosophy that goes with offering vocational programmes. It would require a transformation of the concept of the formal schooling if vocational education has to fit into the existing structures of thought and action in regard to this area. Some key concerns which have affected the success of this programme in the formal school include the following:

- (i) Vocational education is treated as inferior to academic education.
- (ii) There is lack of vocational infrastructure for the variety of vocational offerings that are possible in the context of developing knowledge economy.
- (iii) There is virtual absence of Teaching Learning Materials in any regional language, thus creating a very serious handicap for the students of this stream.
- (iv) There is absolutely no programme of preparing vocational teachers, even in the State of Mizoram. The traditional colleges of education are perhaps not equipped both in terms of infrastructure and physical and human resources to offer programmes in vocational teacher preparation. A design will have to be worked out in consultation with professional institutions dealing with engineering and technology, agriculture, health and paramedical to undertake the responsibility of not only designing but also offering such courses, based on the pedagogy of vocational education. *This would entail a separate*

*exercise outside this report with the concerned professional institutions in the State.*

- (v) Rigidity of classifying all vocational programmes to conform to the duration of 2 years at the +2 stage to enable certification by the Boards of Examinations.

It is felt that unless these issues are critically examined and decisions taken for appropriate implementation, the vocational programmes will not flourish as a part of the formal school system. Once this is resolved, it shall become easy to offer the vocational course outlined in Section 5.7.2(b) and in **Annexures 5.2, 5.3 and 5.4**.

*The Commission recommends that the areas for offering vocational programmes could be chosen from amongst a variety of areas listed in the Annexures to the Chapter. The persons with disabilities namely, Orthopaedically Handicapped (OH), Hearing Handicapped (HH), Visually Handicapped (VH) and Mentally Retarded (MR) can specially benefit from vocational education programmes. Specific vocations suited to their disability are listed in the Annexures. The Guidance and Counseling Services in the formal school system must be activated to familiarize students with possible career paths, explaining the benefits that can accrue from participation in vocational programmes. The MBSE could initiate steps to develop teaching learning materials in the vocational courses identified to be relevant to the State. Till formal vocational teacher preparation programmes are possible to be offered in the State, it would be desirable to utilize the services of professionally skilled persons for purposes of instruction to the students.*

*The Commission also recommends that if the formal school system, in spite of the correctives made as suggested in the Report, does not succeed in vocational education, setting-up a few separate vocational schools fully equipped in terms of physical and human resource to offer vocational programmes could also be attempted.*

## 5.8 Special Category Schools

### 5.8.1 Kendriya Vidyalayas

There are three Kendriya Vidyalayas (KVs) in Mizoram. Some details pertaining to these schools are given in Table 5.10.

**Table 5.10: KVs in Mizoram**

Sr. No.	Location	District	Range of Classes	Total Enrolment	Mizo Students
1	KV, Aizawl*	Aizawl	I – XII	800	429
2	KV, Ramthar	Lunglei	I – X	110	82
3	KV, Mizoram University Campus**, Tanhiril	Aizawl	I – V	79	Number not known

\* Established 1983

\*\* To start from 1<sup>st</sup> April, 2010; infrastructure of the school is coming up. It is expected that the school will attract local students from the neighborhood of the University campus, apart from the children of the University employees.

The Commission learnt that the Kendriya Vidyalaya Sangathan (KVS) has a proposal for setting up KVs in all the remaining districts of the State with Serchhip, Kolasib and Champhai districts already earmarked for this purpose. The Regional Office of KVS at Silchar (Assam), has already carried out an initial exercise in these three districts. The selection of the site for the KVs has already been undertaken. The local response has been encouraging. These KVs are expected to be functional from the Academic Session 2011. Establishment of KVs is not district specific but it is based on considerations of student population it can serve in respect of specified categories like, defence, employees of the Central Government, etc.

The KVs are also not state-specific institutions but they do have a provision for admission of local children in accordance with the norms laid down by the KVS. In the *Right of Children to Free and Compulsory Education Act, 2009*, these schools are categorized as belonging to “specified category” vide section 2(n)(iii) and have a mandate to admit in class I at least 25% of the strength of that class, children belonging to weaker sections and disadvantaged groups. Where they provide pre-school education, the same percentage of children will be admitted in pre-school also.

Even the existing KVs are not fully serving the optimum enrolment they can serve. The KV, Ramthar also lacks infrastructure and suffers from location problems.

*The Commission recommends that the State Government of Mizoram should interact with the KVS to ascertain the support the Sangathan needs in order to improve the working of the existing KVs and also work out the need for establishment of more KVs if the norms of KVs provide for the same to serve the interest of Mizo students.*

#### 5.8.2 Jawahar Navodaya Vidyalayas

There are eight Jawahar Navodaya Vidyalayas (JNVs) in Mizoram, the details of which are given in Table 5.11. It is evident that there is a JNV in each of the eight districts of Mizoram.

**Table 5.11: JNVs in Mizoram**

Sr. No.	Location	District	Range of Classes	Total Enrolment
1	JNV, Dinthar	Mamit	VI	40
2	JNV, Thingdawl <sup>^</sup>	Kolasib	VI – VIII	100
3	JNV, Sadaikawn <sup>~</sup>	Aizawl	-	-
4	JNV, Khawzawl <sup>***</sup>	Champhai	VI-IX	149
5	JNV, Thenzawl <sup>*</sup>	Serchhip	VI – XII	333
6	JNV, Pukpui <sup>~</sup>	Lunglei	VI	40
7	JNV, Mampui <sup>^^</sup>	Lawngtlai	VI – VIII	50
8	JNV, Saiha <sup>**</sup>	Saiha	VI – X	70

\* Established 1987

\*\* Though established immediately after JNV, Thenzawl, does not have permanent infrastructure as yet

\*\*\* Established in 2006. With the permanent residential complex likely to be functional by the year end, the school plans to run Classes from VI-XII (two sections) from the Academic Session 2011.

<sup>^</sup> The permanent campus of the school is nearing completion.

<sup>^^</sup> Struggling to enhance enrolment: likely to shift to the permanent building of its own

<sup>~</sup> New location: the former location at Hrangchawkawn, has been closed down

<sup>~</sup> Yet to start functioning

The scheme of JNVs envisages schools from Classes VI to XII implying that these schools start from the upper primary stage of elementary education. The intake capacity is

40 students per class and a provision of two sections for each class. Thus each JNV can cater to 560 students. If all the eight JNVs are made truly functional, they can provide quality education to 4,480 Mizo students. But except for the JNV at Thanzawl, other JNVs are falling short of their optimum enrolment. The permissible capacity of the JNVs should be fully utilized by the State of Mizoram. All the JNVs are residential institutions. The students are invariably Mizos and other tribal students of Mizoram. In a majority of the schools, adequate functional space has not been created. Students' dormitories are at various stages of construction, even in the oldest school at Thenzawl. The Commission learnt that each district has a JNV, the enrolment pattern is such that the students from a group of JNVs are studying in some nodal JNV.

*The Commission recommends that the Government of Mizoram should take-up with the Navodaya Vidyalaya Samiti (NVS), Ministry of Human Resource Development, Government of India, to establish residential facilities for the JNVs in each district so that the students can benefit from this facility and do not have to travel long distances for their education. The provisions necessary for the establishment of such schools should be assured by the State Government. The Commission strongly feels that establishing a JNV in each district has a potential for providing quality school education to the children of Mizoram and to ensure their easy mainstreaming into the national educational norms and standards.*

#### 5.8.3 Sainik School

There is a case for the establishment of a Sainik School in Mizoram. Presently, there is a Sainik School set up in Manipur to which the students from Mizoram are admitted against a pre-determined quota. The facilities provided by this type of school need to be properly evaluated. The State of Mizoram should work out a scheme of familiarizing the school-going population of the State to benefit from such a school system which, apart from providing all the elements of general education, also equips young persons for careers in the defence sector.

*The Commission recommends that the State of Mizoram should take up with the concerned Ministries of the Government of India to set up a Sainik School in Mizoram with an assurance of making available the land etc. required for that purpose.*

#### 5.8.4 Sports School

In some states, sports schools have been set up to catch sports talent at an early age and nurture it in a specialized setting under the guidance of sports professionals. In Mizoram, there is a sports promotion wing in the Directorate of School Education, but in the absence of physical education teachers in schools, physical education and sports have not received the attention they deserve for the holistic development of children. The establishment of a Sports School in the State can go a long way in developing a bigger pool of talented sports persons in different sports disciplines and in preparing them to represent the State in national competitions.

*The Commission recommends that the State Government should initiate action to establish a Sports School at a suitable place with the assistance of Government of India and the North-Eastern Council.*

### 5.8.5 Model Schools

The Government of India has recently announced a scheme for establishing Model Schools for under RMSA in different parts of the country under its own aegis as well as under Public Private Partnership (PPP). The State of Mizoram will also have its share out of the 3,500 Model Schools under the first category and 2,500 Model Schools in the second category. *Necessary action should be initiated with the Ministry of Human Resource Development, Government of India to benefit children of Mizoram from such provisions.*

## 5.9 Open and Distance Learning

The modality of Open and Distance Learning (ODL) reinforces the need and aspirations of those persons who aspire to enhance their academic and professional qualifications. This modality is now to essentially operate for students after Class VIII as universal elementary education is now a fundamental right and the *Right of Children to Free and Compulsory Education Act, 2009* mandates that all children are to be covered for the first 8 years of education through a formal school. The use of this modality, therefore, is meaningful for students at the secondary and the higher secondary stages.

The discussions earlier in the Chapter clearly indicate that the number of formal schools are adequate for ensuring education of all children in the face-to-face modality. However, there may be some population of students who may be involved in the world of work at the age when they could be doing their secondary and higher secondary education. Such a population can benefit from the ODL for the following types of programmes:-

- (i) Secondary School Leaving Certificate (SSLC)
- (ii) Higher Secondary School Leaving Certificate (HSSLC)
- (iii) Vocational Courses

The Open Schooling in Mizoram has already its roots through the NIOS and is more than two decades old. What needs to be ensured is the activation of the system in the spirit of the ODL modality. The number of institutions/Study Centres has grown; enrolment in the context of Mizoram is impressive. How meaningful is the programme? A scrutiny of the various dimensions of the system fails to provide a satisfactory answer. The Accredited Institutions (AIs), for instance, lack physical facilities and human resources to offer various academic programmes. All the institutions, without exception are single stream institutions. One school that offers science stream at the higher secondary level does not have laboratory facility. In fact, all the institutions have been given accreditation without verifying their potential and strength.

Interaction with the MBSE officials revealed that a Project proposal for setting up State Open School (SOS) was worked out in March 2007 and the NIOS has been endeavouring to extend assistance to the State Education Department in setting up SOS. There does not seem to be a justification for the State of Mizoram to create its own system of open schooling because the number required for such a programme to be viable presently does not seem to exist in the State.

The existing centers offering open schooling also leave much to be desired. The Regional Centre of NIOS located in Guwahati, does not have a proper picture of the functioning of the Institutions. The key post of Academic Facilitator is on paper. No institution has any Academic Facilitator to oversee the functioning of an AI and to submit three reports per session to the Regional Centre. It has been reported that the Regional Director visited Mizoram only thrice in the last ten years.

The MBSE which lends its services during examinations of NIOS, has observed that “the NIOS does not have its own infrastructure. It simply fixes examination Centres in the existing schools of the State, affiliated to the Central Board of Secondary Education (CBSE) or the MBSE. In the absence of proper vigilance and constant supervision, the learning system and nature of examinations at the learning Centres under NIOS were found to be unsatisfactory. Complaints of malpractices and use of unfair means in the examination were reported against some of the learning Centres. If the trend continues with no proper monitoring in place, its implications would be undesirable and detrimental to the quality of education” and to the system of ODL.

*The Commission recommends that the State of Mizoram should sign a Memorandum of Understanding (MoU) with the National Institute of Open Schooling (NIOS) which offers all the categories of programmes upto the higher secondary stage including vocational programmes. The State should assist the NIOS in setting up AIs in different parts of Mizoram with the required infrastructure and human and academic resources. The use of information and communication technology should be an integral part of programmes offered through the ODL modality.*

To turn open schooling into a practicable and a meaningful programme, the present structure of control and management has to change. In this regard, *the Commission recommends that the State should take up with the NIOS authority for the establishment of a Regional sub-centre for Mizoram. It would be the primary task of the Sub-Centre to scrutinize feasibility of the existing AIs, initiate a process of accrediting viable institutions, put in place monitoring mechanism and ensure that the mission of NIOS is achieved. To diversify the Open Schooling programmes, initiative has to be taken to encourage the ITIs, JSSs and KVKs to become Accredited Vocational Institutes. The State Department of Education may decide to set up a Cell to address the matters relating to Open Schooling programme in the State.*

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## CHAPTER 6

### SCHOOL CURRICULUM: CONCERNS AND IMPERATIVES

#### 6.1 The Context

A significant development in Indian Education has been the articulation of a National System of Education based on a common educational structure and a National Curriculum Framework which contains a common 'core', the concerns of which must inform the entire school curriculum. A reference to bringing the school educational structure in Mizoram to the nationally accepted pattern namely, (5+3) +2+2 has been articulated in *Chapter 5: School Education: Concerns and Imperatives*. The content of school curriculum and the process of its transaction are expected to give concrete shape to a system of education which would promote Mizoram's unique socio-cultural identity, prepare the State to meet the future challenges and develop the State's human resource to enable it to participate effectively in the State and the national development endeavours.

A few reiterations are essential to provide the backdrop to the issues discussed in the Chapter. Education must take into account the various dimensions of the human individual to be nurtured and sustained through the school curriculum as it is the vehicle for achieving the intended goals of personal and social development. The first important consideration is to ensure the *physical well-being* of the student. Health and physical education should, therefore, be the center stage of all interventions in education because a healthy mind can reside only in a healthy body. The next point of significance in the educational process is the development of the *human intellect*. This is to be achieved through a variety of curricular areas in which language, mathematics, science and social sciences play a significant role. All round personality of the child includes development of *artistic and aesthetic sensibilities*. School curriculum has also to be the focal point for the development of *moral and social values*. And finally, attention to the *spiritual dimension* is to be an integral part of school education though this is more abstract, perhaps slightly more difficult to define. But unless human consciousness transcends its present stage, the human race will not survive for long. We are now in a stage where the gap between wisdom and knowledge is increasing. Knowledge is growing but the growth of wisdom is not keeping pace. If the capacity to use knowledge creatively does not grow, sooner or later, the whole system may collapse. *The neglect of any of these aspects would lead to distortion in the personality and development of the child and, therefore, the school curriculum must underscore the perspectives indicated.*

#### 6.2 National Curriculum Frameworks

The discourse on school curriculum over the last several decades has kept in view the perspectives outlined in Section 6.1. In a large and diverse country as India with its multiplicity of cultures and languages, it has never been thought appropriate to prescribe a uniform school curriculum for all the States of the country. The diversity within the States is also so varied that a uniform school curriculum cannot be prescribed even in a State. It is with this background that the country has developed only National Curriculum Frameworks within which the individual States of the country could make appropriate adaptations to suit the local contexts.

The National Council of Educational Research and Training (NCERT) has played a key role in the development of the National Curriculum Frameworks from time to time. For maintaining its relevance to the societal and personal needs of the learners, the school curriculum has to continuously undergo the process of renewal keeping in view the experiences gained in the past and the concerns and imperatives that have emerged in the light of changing national development goals

and educational priorities. Each Curriculum Framework while retaining the basic tenets of educational revamping contained in the preceding Frameworks, incorporated certain concerns necessitated by the events during the time gap in the development of the two Frameworks. The following Frameworks reflect the implications of the Reports of the Commissions on Education set up from time to time, and the Policies on Education.

- The Curriculum for the 10-year School, NCERT (1975)
- National Curriculum for Elementary and Secondary Education: A Framework, NCERT (1988)
- National Curriculum Framework, NCERT (2000)
- National Curriculum Framework (NCF), NCERT (2005)

The NCF 2005 is the latest reflection on the school curriculum and most States in the country have already initiated steps to revamp their school curricula in its light. This is true of the attempts made in the State of Mizoram as well; the variations are pointed out in the sections that follow.

*The discourse on school curriculum has been attempted at the national level in fair amount of depth. It is, therefore, not the attempt of this Chapter to revisit those concerns and restate them as there is little scope for breaking any new and significant fresh ground. The various National Curriculum Frameworks contain a very clear direction for curriculum reform. Accordingly, this Chapter focuses on the salient concerns of different curricular areas which are highlighted in the latest NCF, 2005 and the desirability of modification of the same to suit the context of Mizoram. Therefore, no attempt is made to outline the objectives of the different curricular areas identified as integral part of school curriculum. The NCF 2005 could be referred to for such details. Instead, a reference has been made to each curricular area and it is attempted to point out the approach that should inform the transaction of the curriculum in order to achieve the totality of learning which the school curriculum offers. Each area of school curriculum has to be developed in a spiral form with complexities increasing from the Early Childhood Education (ECE) to primary to upper primary to secondary and higher secondary stages.*

### **6.3 Curriculum Imperatives for Early Childhood Education**

While there is a growing demand and commitment towards expanding Early Childhood Care and Education (ECCE) provisions for young children across public and private sectors, *the quality of these programmes continues to range from a minimalistic approach on the one hand to a possible child unfriendly and developmentally inappropriate curricula on the other.* Some possible reasons include the following:-

- A complete lack of awareness and understanding in the larger community and among other stakeholders about the critical significance of the early years for child's lifelong learning and development.
- Lack of insightful understanding the exact nature of the scope of developmentally appropriate ECCE and the detrimental and often irreversible effects of inappropriate practice.
- Non-realization of the importance of addressing the synergistic effects of health, nutrition, and psycho-social development and education in children through an integrated approach and its possible impact along the life continuum.

The National Policy on Education (NPE) 1986/92 emphasized that *“programmes of ECCE should be child-oriented and focused around play and the individuality of the child. Formal methods and introduction of the 3Rs will be discouraged at this stage. The local community will be*



*fully involved in these programmes*". This view is also endorsed in the NCF 2005 which focuses on a child-centred *constructivist* approach towards all stages of education.

There has been a global consensus that child's successful transition from early stimulation experiences to primary education is particularly important because his/her performance and behaviour in the first few years of school substantially affect subsequent achievement trajectories. This is so because of the interdependence of various sub-sectors of education. . It is a ground reality that either the ECE providers are least concerned on this issue or if concerned, they make the ECE activities as downward extension of primary schooling irrespective of the attention that need to be paid to age-specific and contextually sensitive pedagogical considerations relevant to the ECE. They do not organize various stimuli and interventional strategies keeping the onus on adjustment of these entrants in the new physical settings, larger class size and comparatively structured academic inputs and formalized core processes practised in primary schooling system. Thus, there emerges a definite need to develop close tie-ups between primary schooling and ECE initiatives.

Though appropriate curricular guidelines are available in the State of Mizoram for ECE, the reality is that there is a large gap between what is prescribed or suggested and what is practised. It is generally seen that in the private sector, the overriding emphasis in ECE is placed on pedagogical concerns of formalized cognitive domains by way of downward extension of primary schooling, thus marginalizing affective and psycho motor domains, which are also required to be attended to. In fact, the ECE should offer such activities in which cognitive development may occupy an important place but not an overriding focus of attention. Though unprepared and untrained status of the ECE worker is the root cause of this phenomenon, most of the time, it is the demand of the community/parents also to prepare the pre-school children in formal ways of primary schooling. *These practices are acknowledged to be detrimental to the health of children and of the system as a whole. It becomes incumbent to organize parental education in the interest of the right quality of ECE.*

The ECE programmes should be child-centred and both development and process oriented. Play activities should be planned in such a way that would expose the children to an environment which will enable them to feel secure and happy; develop large and fine muscles; language skills and cognitive skills; foster creativity in them; and promote their social and emotional development. *Formal teaching of 3Rs must be avoided.*

*The Commission recommends that a new State level curriculum policy for ECCE to address the above mentioned imperatives be immediately formulated. The State Council of Educational Research and Training (SCERT) should be designated as the nodal agency for the development of curriculum outlines and capacity building of ECE teachers.*

## **6.4 Reforming School Curriculum: Basic Parameters**

### *6.4.1 Diffusing Boundaries between Curricular and Co-Curricular Areas*

The main areas relevant for curricular planning have remained remarkably stable for a long-time, despite major changes in social expectations and the academic study of different broad disciplines. It is important that each curricular area of school education is revisited by the SCERT/Mizoram Board of School Education (MBSE) so that specific points of entry of new concerns can be identified in the context of emerging social needs.

The status and role of art exhibitions, games and sports, excursions, field trips, debates, celebrations, stage performances, etc. deserve special attention in view of the peculiar orbit of the 'extra curricular' to which they were relegated almost a century ago.

All these activities have a fundamental significance for economic, social, and personal development of the child and, therefore, should not be labeled as 'extra curricular activities'.

*The Commission recommends that the curriculum should not be perceived as a mere total of subjects taught in school. Instead, each and every activity organized in the school should be treated as an integral part of curriculum.*

#### 6.4.2 Curriculum for Complete Education

Curriculum is the most potent instrument for the child's total development. Its different components must have the potential to develop all domains of child's personality. In this context, curricular areas like Art Education, Health and Physical Education and Work Education assume special significance. In spite of their potential to make the entire teaching learning process lively and to foster creativity among children, these areas have been relegated to the margins of the curricular activities in schools. There is need to bring them to the centre stage during the entire stage of general education, that is, upto Class X.

#### 6.4.3 Principles of Integration and Inter-disciplinarity

It is rightly said that knowledge is one and it is organized in the form of disciplines and subjects for the sake of convenience. No subject can be approached in isolation as it is linked with all other subjects in one way or the other. However, the inter connectedness is more conspicuous in the case of two areas of school curriculum, namely, social sciences and integrated science or general science. Though these areas of school curriculum draw their content from several disciplines, yet they need to be approached in an integrated manner, both in the development of textbooks and in classroom teaching. At the higher secondary stage, the practice of dividing science, commerce, arts, etc. need to be replaced by inter-disciplinary studies.

#### 6.4.4 Conformity to Constitutional Values

It has been an accepted principle of curriculum development that it must adhere to the principles and values of the country's Constitution. But it has now been provided legal support as Section 29(2) of the *Right of Children to Free and Compulsory Education Act, 2009* clearly states that the curriculum must be in conformity with the values enshrined in the Constitution.

### 6.5 School Curriculum: Current Scenario

Before discussing the emerging perspectives in respect of the content and transaction process of different curricular areas, it is imperative to examine the status of different areas at various stages of school education as reflected in the time allocation for their teaching. The curricular areas and their instructional weightages as adopted in the State of Mizoram are indicated in Table 6.1.

**Table 6.1: Instructional Weightages**

Classes	Curricular Areas	Weightage of Instructional Time
I & II (Primary)	Mizo (L <sub>1</sub> )	50%
	English (L <sub>2</sub> )	
	Mathematics	30%
	Health & Physical Education	20%
	Work Education	
Art Education		
III – V (Primary)	Mizo (L <sub>1</sub> )	45%
	English (L <sub>2</sub> )	
	Hindi (L <sub>3</sub> )	
	Mathematics	20%
	Environmental Studies	15%
	Health & Physical Education	20%
	Work Education	
	Art Education	
Information Technology		
VI- VIII (Upper Primary)	Mizo (L <sub>1</sub> )	40%
	English (L <sub>2</sub> )	
	Hindi (L <sub>3</sub> )	
	Mathematics	15%
	Social Sciences	15%
	Science	15%
	Health & Physical Education	15%
	Work Education	
Art Education		
Information Technology		
IX – X (Secondary)	Mizo (L <sub>1</sub> )	40%
	English (L <sub>2</sub> )	
	Mathematics	20%
	Social Sciences	20%
	Science	20%
XI – XII (Higher Secondary) <i>Academic Stream</i>	English	40%
	A Modern Indian Language (MIL)	
	Three <i>elective</i> subjects out of the following groups: <i>Group A</i> <i>Group B</i>  Biology                      History Chemistry                      Geography Physics                      Political Science Mathematics                      Economics Computer Science                      Commerce	60%
XI – XII (Higher Secondary) <i>Vocational Stream</i>	The following Vocational subjects are introduced at classes XI & XII  (a) Computer Software Applications (b) Computer Hardware Maintenance (c) Medical Laboratory Technician (d) Automobile Engineering Technology (e) Computer Techniques (f) Office Secretaryship (g) Horticulture (h) Commercial Garment Designing & Making (i) Sericulture	

Source: Mizoram Board of School Education (MBSE)

Some observations on the scheme of instructional weightages given in Table 6.1 are the following:

- (i) In the secondary stage, the State of Mizoram offers only 2 languages namely, Mizo ( $L_1$ ) and English ( $L_2$ ) whereas  $L_2$  and  $L_3$  are to continue from the upper primary stage upto the secondary stage, that is, Class X. This deviation is not in line with the implications of the 3-Language Formula enunciated in the NPE 1986/92 and needs to be corrected.
- (ii) The centrality of art education, health and physical education and work education which should be an integral part of the curriculum upto the secondary stage of education is an omission which needs to be rectified. The principle of undifferentiated General Education for all upto the Secondary Stage necessitates full attention to these areas.
- (iii) There is considerable scope in the higher secondary academic stream to increase the number of course offering in science and arts streams. There are other areas of languages, arts, physical education and information communication technology etc. which should be offered as electives. At this stage, there should also be a possibility of making available to students a variety of permutations and combinations of subjects so that the child can choose such subjects as can lead to the fulfillment of his/her aspirations.
- (iv) The course offerings, as a part of the vocational stream of the higher secondary stage, are confined only to some areas. Vocational areas based on the knowledge economy need to be incorporated with the school curriculum. The scope of vocational programmes for the higher secondary stage has been discussed in *Chapter 5: School Education: Concerns and Imperatives* and is also dealt with later in this Chapter.
- (v) In terms of the instructional time, there is a scope for its reallocation appropriately. Time allocation will be needed for the missing areas at the secondary level as indicated above. When the instructional time is allocated to a group of curricular areas, there has to be some indication of its internal apportioning among the areas so that all areas get the time that ought to be given.
- (vi) There should be a clear cut policy of bringing computer literacy to all children in the school. The present arrangement of introducing a subject like Information Technology in Classes III to VIII appears lopsided. Such a course should be included in the school curriculum upto the secondary stage, that is, Class X.

## 6.6 Curriculum Content

At the national level, much thought has been given to the content and classroom transaction of different areas included in the school curriculum. In the present section, an attempt is made to present some most significant bases of curriculum development in different areas and the possible ways to adopt the same in the context of Mizoram with suitable modifications, wherever necessary.

### 6.6.1 Language Education

#### (a) *The 3-Language Formula*

The NPE 1986/92 emphasizes 3-Language Formula, implying mother tongue as the first language ( $L_1$ ) which will continue from the primary upto the secondary stage, that is, from Classes I to X, and the second language ( $L_2$ ) will be Hindi (in the

non-Hindi speaking States, as for example Mizoram) and the third language (L<sub>3</sub>) will be English, both to be introduced from the upper primary stage, that is, Class VI. The second and the third languages are expected to be studied upto the secondary stage, that is, Class X, the terminal stage of the undifferentiated general education. The scope of the 3-Language Formula is upto the secondary stage of education. However, the school system in the country introduces three languages in some form from the primary stage onwards and this is also true in the case of Mizoram.

At the higher secondary stage, there will be only two languages one of which would be English. An option is also available for other foreign languages depending upon the need and the availability of facilities in the school.

In Mizoram, the study of Mizo language (L<sub>1</sub>) and English (L<sub>2</sub>) begins right from Class I and the study of Hindi as L<sub>3</sub> begins from Class III. Despite the policy formulation of commencing the study of L<sub>2</sub> from Class V/VI onwards, the study of L<sub>1</sub> and L<sub>2</sub> is begun simultaneously from Class I. Obviously this policy has been adopted to meet the societal aspirations of preparing the Mizo students to be able to use English not only as medium of communication but also to use it as medium of learning at the secondary and tertiary stages of education. A number of States, where the study of English was earlier started from Class V/VI onwards have now advanced its introduction to Class III and in many States its study begins from Class I. In the Kendriya Vidyalayas (KVs) and private unaided schools all over the country, the study of English is introduced right from Class I. Thus, the present policy of the Mizoram Government is in tune with the trends of language education elsewhere in the country. Moreover, a number of studies and researches have established that a young child is capable of learning more than one language right from the beginning of his/her education. *Recent research evidence also suggests that 80% of our brain capacity is developed within the first 3 years of life. This means that by the time most children hit school age, they have already passed some of the most important years in terms of learning, in whatever language their environment allowed.* In view of the nation-wide trend of teaching L<sub>1</sub> and L<sub>2</sub> from Class I onwards and to equip the Mizo students to acquire sufficient proficiency in the English language, both written and oral, the Commission endorses the present policy of the State government.

(b) *Language Laboratories and Development of Communication Skills*

Communication is at the heart of human survival and a variety of skills constitutes the art of communication. In the development of any language curriculum, skills pertaining to **Listening, Speaking, Reading** and **Writing** need to be focused. In our curricula, the emphasis on listening and speaking skills is the weakest. The scope of Reading skill is also limited to a narrow aspect of Reading; some weak attempts are made in developing writing skills. The emphasis on Listening and Speaking skills needs to be put into sharper focus and the pedagogy of development of these skills should be a dominant concern of language teaching learning whether Mizo, English or any other language, for the Mizo youth aspires to become proficient in the skills of communication, oral as well as in writing.

Technology plays a great role in the development of language skills and should be fully exploited. It may not be feasible to establish language laboratory in each school but if a cluster of schools can be provided this facility in one common

institution, the students can benefit from the use of technology in the learning of language skills for effective communication.

*The Commission recommends that language laboratories to facilitate teaching of English may be set up to cater to development of effective communication skills, especially when the professional competency of teachers teaching English is not of the appropriate quality. These laboratories may respond to the needs of a cluster of schools and may be located appropriately.*

(c) *The Case of Hindi Language*

The study of Hindi is introduced in Class III in primary school and is continued upto Class VIII as a compulsory subject. The private aided and unaided schools follow the same policy. *However, as per the information furnished by the Directorate of School Education, teaching of Hindi in Government primary schools has been stopped due to non-availability of qualified Hindi teachers.* In primary schools, teachers with Diploma in Teacher Education (D.T.Ed.) qualification from the District Institutes of Education and Training (DIETs) may not be in a position to teach Hindi alongwith other subjects. It is possible to post one qualified Hindi teacher as the person responsible for teaching three classes shall have enough workload. But the teacher exclusively qualified for teaching Hindi shall not have enough workload in High School as Hindi is taught upto Class VIII only. This problem shall be automatically sorted out if the study of Hindi is continued upto Class X as envisaged in the three-language formula.

At the Higher Secondary stage, in addition to English, the students have to study a Modern Indian Language (MIL) as a compulsory subject. In the year 2009, out of 12,504 students only 221 students offered Hindi out of which only 155 students could pass the examination. At the Higher Secondary stage, Hindi is not included in the list of Electives. The facility for teaching Hindi as a core language exists in only two Higher Secondary Schools (as only two posts of Hindi Higher Secondary teachers have been sanctioned by the Government).

The language curriculum in Hindi for Mizoram should not be the same as the Hindi curriculum followed in the Hindi speaking states. It needs to be specially designed curriculum from Classes VI-X with more focus on listening, speaking, reading and writing. It should not be too much dominated by Hindi literature. The Hindi textbooks should draw upon pieces from Mizo literature and language so that a better appreciation of language is perceived by the young learner.

In the long run, to have Mizo students capable of teaching Hindi after undergoing a teacher education programme, it should require that Hindi is taught as an elective subject at the higher secondary stage, if not in all schools at least 50% higher secondary schools. As an incentive, Mizo students offering Hindi as an elective subject at the +2 stage be given suitable stipend. It could also be considered that Mizo students pursuing M.A. in Hindi in Mizoram University or outside Mizoram be given financial incentives.

*The Commission recommends that in keeping with the National Pattern, Hindi should be made compulsory upto Class X and there should also be a provision for teaching Hindi as an elective subject at higher secondary stage. The facility of teaching Hindi should be made available in at least 50% higher secondary schools*

*and that there should be provision for stipend for Mizo students who offer Hindi as an elective subject at the higher secondary stage. It also recommends that the posts of Hindi teachers be created in all schools @ one teacher for 5-6 sections and private schools, both aided and unaided, be required to recruit at least one properly qualified teacher of Hindi.*

### 6.6.2 Environmental Studies

The environment of the child should determine the contours of curriculum for the primary stage. Although teaching concepts of science and social sciences is quite important for the primary stage of education, a holistic picture of orientation to environmental studies is of greater value to the child in the initial stages of his/her schooling rather than individual subjects. Curriculum in both natural and social environment is an integral part of the primary stage of education and environmental studies including Science and Social Sciences concepts has to be transacted in its holistic perspective. The artificial division which brings in environmental studies to be handled separately for natural and social environment is not sound. The child needs to carry an integrated perspective of the environment in which he/she lives. The curriculum development in this area needs to maintain this holistic concern. It is also felt that the approach to teaching environmental studies should encompass all the three approaches namely,

- Integrating natural and social environment where such an approach becomes feasible in regard to the topics dealt with
- Individual approach to natural environment, taking into account specific topics where integration of natural and social environment becomes pedagogically difficult
- Individual approach to social environment, taking into account specific topics where integration of social and natural environment becomes pedagogically difficult

The approach to environmental education is through involvement of children through visits, projects, discussions of phenomenon both in social and natural domains. The surroundings of the learners constitute the laboratory for environmental studies curriculum and this must be properly utilized for providing the required learning experiences to children, particularly at the primary stage. The NCF 2005 recommends that children's life at school must be linked to their life outside the school. This principle marks a departure from the legacy of bookish learning which continues to shape our system and causes a gap between the school, the home and the community. It should be recognized that, given space, time and freedom, children generate new knowledge by processing the information passed on to them by adults.

*The Commission recommends that environmental studies at the primary stage should be handled by a single teacher whose orientation and training should be such that he/she knows how to diffuse subject boundaries. The teacher should be trained to contextualize teaching of Environmental Studies (EVS) in tune with local environment. At the upper primary stage, topics related to natural and social domains could be handled separately.*

### 6.6.3 Mathematics

Mathematics is a subject to be studied by all children upto Class X with focus on arithmetic, algebra and geometry developed in a spiral curriculum framework. It has been seen that the focus in designing and offering mathematics curriculum is essentially on drill

rather than on conceptual understanding and pattern appreciation. This leads to, in some cases, repulsion to learning mathematics which is most important for developing analytical skills, if taught properly. Moreover, the use of mathematics as the language for learning other relevant curricular areas needs to be emphasized.

Instead of the focus on drill in mathematical operations, the teaching of mathematics should be to train a child to think, reason, analyze and to articulate logically. In the light of recent introduction of computers in schools, educational computing, and the emergence of learning through the understanding of cause-effect relationships and the interplay of variables, the MBSE should reorient the existing curriculum in Mathematics. The teaching of mathematics should be suitably re-designed to bring it in line with modern technological devices. *Although, the use of calculators has been discouraged because of a feeling that the student may not apply his/her mind to acquire the basic concepts of fundamental operations, it would be necessary to ensure that after a mastery in manually operating the four fundamental operations of addition, subtraction, multiplication and division, the student should be permitted to use calculators. This may be encouraged as this will save time on performing basic mathematical operations and provide scope for acquiring conceptual understanding of mathematical knowledge.*

(a) *Mathematics Laboratory and Mathematics Kits*

Each school must set up a mathematics laboratory for its students for different stages of school curriculum. The abstract nature of mathematics can get meaningful application perspective by solving problems in the context of physical reality. The NCERT has developed a design for mathematics laboratory for schools. The Department of Education through SCERT or MBSE should work out the appropriate details for such a laboratory for primary, upper primary, secondary and higher secondary stages of school education. There should be earmarked time for attending to the activities in a mathematics laboratory for each student. This can go a long way in inculcating interest in an abstract but an interesting subject like mathematics.

*The Commission recommends that the curriculum of mathematics should be suitably re-designed to bring it in line with modern technological devices which can assist in the development of conceptual framework for learning mathematics. The teaching of mathematics should be done through pattern recognition with a focus in concepts and this approach should be reflected in the curriculum material developed by the MBSE and the training of teachers organized by the SCERT, DIETs and the College of Teacher Education (CTE). It should be mandatory for every school to have mathematics laboratory and mathematics kits, appropriate to the conceptual needs of different stages of school education.*

#### 6.6.4 *Science*

Good science education is true to the child, true to life and true to science. This simple observation should lead to the design and transaction of a science curriculum. The purpose of science teaching is to inculcate in the learners the abilities and values namely,

- Spirit of enquiry
- Courage to question
- Creativity
- Objectivity



- Problem solving skills
- Decision making skills and
- Aesthetic sensibility

No matter what the content area of science curriculum, the focus has to be on the development of these abilities and values to derive the maximum advantage of developing love and interest in Science.

It is a common experience that teaching of science is not intimately linked in our present contexts to the learning of science. Science is taught as abstract theory and facts and students have very little experience of doing science the way scientists do. The existing curriculum and the various topics included in its syllabus are amenable to a variety of experiments, activities, projects, etc. which must become central to the teaching and learning of science. It is unfortunate that hands-on experience in doing simple experiments and drawing conclusions therefrom is almost totally absent from school experiences in science education not only in Mizoram but also elsewhere. The laboratory experiences, if at all provided, concentrate only on sporadic activity which, in many cases, has no direct relationship with the concepts included in the curriculum. This is the weakest link in the teaching and learning of science which constitutes the cause for students developing disinterestedness in the beauty of the subject. There is no wonder that the number of students opting for science beyond Class X is generally seen on the decline. But the situation can be remedied with effective teacher education. The answer lies in improving transactional practices.

To support the learning of *science through doing*, science kits have been designed by the NCERT. The kits contain a wide variety of items which are low cost and also available easily in the environment of the child. The kits are nominally priced and are made available to schools in remote areas to enable children to have the thrill of performing experiments and bring into action their curiosity for discussion in the classrooms.

*The Commission recommends that the existing science curricula developed by the SCERT/MBSE should be re-examined to ensure that the process of science is more in focus than the product of science. This may require reorienting the courseware currently in use in the State.*

*The Commission further recommends that the existing ITIs and Polytechnics could be entrusted with the task of developing and multiplying science kits to be made available in numbers to all the schools so that the children are able to conduct some guided experiments to learn basic concepts of science. The basic design of the kits can be procured from the NCERT by signing an appropriate Memorandum of Understanding.*

(a) *Curricular Offerings in Sciences*

The approach to teaching sciences at the secondary stage should be to treat the subject in an integrated fashion rather than to divide its teaching into individual disciplines of science. But it has been observed that a single teacher is presently not in a position to handle this subject because of the background he/she has in having not studied certain areas of science in his higher secondary and graduation levels. It is time that this jinx is broken and if appropriate modifications are required in the curriculum of teacher preparation, it should be so attempted. While one approach could be to open up the curriculum offerings at the higher secondary stage without taking recourse to physical science and biological science streams, students could

offer courses in physics, chemistry, mathematics, biology, etc. This can make possible the openings to both medical and engineering careers. *In the current reality inter-disciplinary perspectives need to be emphasized to cut across boundaries not only amongst science disciplines but also social science disciplines as well. This direction of curriculum reform can have far reaching benefits to the youth of Mizoram in deciding their career paths post higher secondary stage. At the higher secondary stage, individual subject disciplines should maintain their identity but there should be diversification in course offerings.*

(b) *Initiatives for Improving Science Education*

A number of initiatives has been taken by several individuals and voluntary groups to take up innovative programmes on science teaching in schools. Many of these groups had practicing scientists and academics working in collaboration with teachers and teacher associations to develop activity-based science curricula in schools. Their efforts were supported by Government institutions like the NCERT and the University Grants Commission (UGC). Some such initiatives are as follows:

(i) *National Talent Search*

Initially started as an effort for identifying young students with aptitude for science, the programme later was broadened to talent search amongst young children as a whole. The methodology adopted for identification includes mental ability test, scholastic aptitude test and projects undertaken by children to demonstrate their problem solving abilities. The programme carries a monetary incentive and book grant as well as opportunities for attending summer institutes in areas of interest to the children. The school system in Mizoram should provide the support needed by students to participate in this and other related programmes.

(ii) *Children's Science Congress*

The Children's Science Congress was conceived to provide encouragement to children who have done some problem solving of some issues related to their environment present their papers in a format stating how the problem was identified, how the experiment was set up to investigate the problem, what data came out of the investigation and possible interpretation of the data and solutions. It is a matter of pride that young children display a scientific temper worthy of appreciation. The whole exercise is to develop and nurture talent in children at their young age so that they pursue careers in science. Such avenues must be brought to the notice of the Mizo students.

(iii) *Participation in Mathematics and Science Olympiads*

Students with special aptitude for mathematics and science should be identified and their conceptual understanding strengthened to prepare them for not only careers in basic and applied mathematics and science but also for giving them opportunities to show their worth by participation in national and international mathematics and science Olympiads. A nucleus must be created with whatever small number by providing facilities of enhancement and enrichment coaching at the higher secondary stage so that the State of

Mizoram also registers its impact in this area. The Homi Bhabha Centre for Science Education (HBCSE) of the Tata Institute of Fundamental Research (TIFR), Mumbai, has developed a series of micro-level interventions as well as science popularization and talent nurture efforts supported by research and development of materials and methods as an input to Olympiads and should be networked with by the institution designated in Mizoram for the purpose.

(iv) *Science Exhibitions*

In order to provide space for creativity and inventiveness on the part of children outside the ambit of their curricular learning, a scheme of organizing national and State level science exhibitions was launched in 1979 by the NCERT. As a run up to the National Science Exhibition, a feeder to this is provided through Zonal, District, Regional and State level Exhibitions. The best exhibits from the district level constitute the State level and the selected exhibits from the State level make to the national exhibition. It is a mega event for the school children of the country. The write-ups of the exhibits are brought out as a publication “Structure and Working of Science Models”. The Mizo students have participated in this event in the past. More of such exhibitions may have to be planned and organized at the State level.

#### 6.6.5 *Social Sciences*

*Social Sciences include History, Geography, Political Science and Economics.* The expected approach is not to teach individual disciplines mentioned here but to present an integral view of space and time in dealing with various concepts in this area. It is seen in Mizoram as also in the other parts of the country that different teachers teach different components of social sciences and there is no integrated approach to social sciences. Some recent attempts by the NCERT are reflected in its NCF 2005 in dealing with this area of school curriculum. There is also a view of some experts that unlike Science, it is not practical to integrate Social Sciences, therefore, each discipline of Social Science should be distinct entity in itself. It is only in a few topics that an integrated approach may work in broader sense.

The disciplines that make up the social sciences namely, history, geography, political science and economics have distinct methodologies that often justify the retaining of boundaries. At the same time, cross disciplinary approaches that are possible should also be attempted.

(a) *Social Science Resource Centre*

It is an interesting idea to establish social science Resource Centre in each school. Such a Resource Centre is not like a science or a mathematics laboratory. In fact, such a Resource Centre can become repository of archaeological material for students to go through and make short projects of interpretative nature on different aspects of social issues. This Centre could be a repository of a collection of reference materials in social sciences which the students can consult to understand the significance of certain conceptual themes taught in the classroom.

#### 6.6.6 *Health and Physical Education*

The first important consideration in any educational process is to ensure the physical well being of the learner. This appears to be the base of educational process. The human

body is generally looked down as somewhat inferior to the human mind. It is, however, becoming increasingly clear now that the psychosomatic relationships are much deeper than people generally realize. Therefore, physical education has got to play an important part in our educational system. And when we deal with physical education it is important to mention the nutritional component, particularly in the rural areas. If adequate nutritional input could be provided, we will perhaps be doing more for the development of mind and body of the learner than all the textbooks that may be made available to him/her. The nutritional inputs, particularly the mid-day meals for the deprived and the under-privileged children are important inputs for the educational process. This component should largely be accomplished through activities involving physical participation in age appropriate activities, suited specifically to the boys and girls. The purpose should be to associate every child with a variety of games and sports so that respect for physical culture develops in the minds of the children.

#### 6.6.7 *Work Education*

It is not expected to treat this area independent of other curricular areas as work-education interface ought to be provided in each curricular area. Work has to be made the basis of learning the other curricular areas. Initially art and craft education emerged as a school curriculum component. This was subsequently given the status of the full-fledged curriculum area by the name work experience. Other variants to this area led to a curricular area called Socially Useful Productive Work (SUPW). It has been an unfortunate situation that the import of this area has not been properly understood and some sporadic activities, without proper connection have been done in this particular area. The focus should be to design work component which could be integrated with each school curricular area and suitable activities conducted to emphasize the importance of work-education interface. If this had been attempted with this perspective, not only working with hands would have led to the production of goods and services of use to the students themselves and to the community but it would have more importantly led to the development of dignity of labour a very important value for life. This could have also laid the right foundation for students to offer vocational education programmes and come out of the mindset of treating vocational education as an inferior option.

*The Commission recommends that since the implications of interfacing work with each area of school curriculum has not been attempted, development of new wave of instructional materials incorporating this concern should be developed by the MBSE and the SCERT and the teachers oriented accordingly to this philosophy.*

#### 6.6.8 *Art and Aesthetics*

A significant aspect of human personality is what could be called artistic or aesthetic; this means our ability to develop in the child the capacity to perceive beauty. How can that be done? Such things cannot be a part of a formal course, it has got to be woven into the process of education. The capacity of human mind to appreciate and comprehend beauty has to be worked into the educational system. There should not be any formal teaching in this area but to encourage the children to bring out their inner talents in creative expression. Involvement in visual and performing arts for example, music, dance, theatre should be at the center stage of the processes of transaction of art and aesthetics curriculum.

*The Commission recommends that unless art education, health and physical education and work education is brought to the center-stage of school curriculum, the focus*

*of a holistic development of the child will remain a far-fetched dream. The Department of Education should ensure that not only the areas are included in the school curriculum but they are also given the time which would be exclusively meant for these areas. Non-availability of persons who can handle instruction competently in these areas can affect their teaching badly and, therefore, properly qualified teachers for these subject areas must be provided from amongst fresh graduates or by orientation of the existing teachers.*

#### 6.6.9 Education in Values

What exactly is the nature and scope of value education that the school can effectively provide? In its full range of meaning, value education includes developing the appropriate sensibilities – moral, aesthetic, cultural, and spiritual – ability to make proper value judgments and choose among competing values, internalize values, and realize them in one's life. It thus spans the entire domain of learning – cognitive, affective, and psychomotor and includes knowledge, understanding, and appreciation of our cultural, moral, aesthetic, and spiritual values, education of the emotions, and the training of the heart and the development of character. It is true that ultimately value education should result in the transformation of the individual's personality based on the internalization of values and their realization in life. The total development of personality in its full meaning is, of course, a life long quest and not confined to the period of schooling.

As stated in the NPE 1986/92, in a culturally plural society like that of ours, value education has to be directed to foster among learners universal and eternal values, oriented towards the unity and integration of the people of India. The content of value education will have to be drawn from various sources, namely, national goals, universal perceptions, ethical considerations, and character building. Inculcation of values like honesty, truthfulness, courage, conviction, straightforwardness, fearlessness, tolerance, love for justice, dependability, compassion, etc. will help in creating a humane society and balanced individuals. *This expectation has to be built into the transactional aspects of every area of school curriculum.* The system of education in Mizoram, in its attempt to reform it, should become the instrument of re-interpretation of the ideal of *tlawmngaihna* in its today's social and economic context.

In addition, the combative role of value education should deal with the elimination of obscurantism, religious fanaticism, violence, superstition, fatalism, exploitation and injustice. It sounds most appropriate to bring into centre stage of school curriculum, inculcation of values as enshrined in Part IV A (Article 51A) of the Constitution of India, dealing with **Fundamental Duties of Citizens** (See Box). *These are the values that have got to be woven into the curriculum, not necessarily as a separate subject but integrated with each curricular area of school education and to be practised and transacted by every teacher.*

Fundamental Duties of Citizen PART [IV-A]: Article 51A.

It shall be the duty of every citizen:

- (a) to *abide* by the Constitution and respect its ideals and institutions, the National Flag and the National Anthem.
- (b) to cherish and *follow* the noble ideals which inspired our national struggle for freedom.
- (c) to *uphold* and *protect* the sovereignty, unity and integrity of India.
- (d) to *defend* the country and render national service when called upon to do so.
- (e) to *promote* harmony and the spirit of common brotherhood amongst all the people of India transcending religious, linguistic and regional or sectional diversities; to renounce practices derogatory to the dignity of women.
- (f) to *value* and *preserve* the rich heritage of our composite culture.
- (g) to *protect* and *improve* the natural environment including forests, lakes, rivers and wild life, and to have compassion for living creatures.
- (h) to *develop* the scientific temper, humanism and the spirit of inquiry and reform.
- (i) to *safeguard* public property and to abjure violence.
- (j) to strive towards excellence in all spheres of individual and collective activity so that the nation constantly rises to higher levels of endeavour and achievement.
- (k) who is a parent or guardian to provide opportunities for education to his child or, as the case may be, ward between the age of six and fourteen years.

*The Commission recommends that the school curriculum should reflect seriously on values enshrined in Article 51A: Fundamental Duties of Citizens. The values referred to in this Article of the Constitution should be elaborated in each curricular area and practised through activities.*

## 6.7 Medium of Instruction

The issue of 'medium of instruction and learning' in schools needs to be addressed on the basis of sound pedagogical principles as it has tremendous impact on the quality of students' learning. It is a matter of common observation that students' learning is greatly facilitated if the students and their teachers have enough mastery over the language used as medium of instruction in the school. It is the child's mother tongue which is the natural medium of his/her learning, both inside and outside the school. This implies that the teachers should be well versed in the spoken as well as written form of child's mother tongue.

In Mizoram, the Mizo language is used as medium of instruction in Government schools from Class I to Class VII, that is, upto the end of upper primary (middle) stage of school education, and thereafter, English is used as the medium of instruction as well as examination. However, the private schools, like their counterparts in other States of the country, use English as the medium of instruction right from Class I. In fact, it is the pull of English medium which attracts students towards these fee-charging schools. Evidently, the increasing popularity of the private schools is due to the use of the English medium which is perceived to be the means of social and economic empowerment. The ever expanding societal aspirations have brought about a dramatic change in the attitudes of people towards children's education. The wind of change has influenced the thinking of the Department of Education on medium of instruction. In recent years, Government primary as well as upper primary (middle) schools, willing to introduce English as medium of instruction, have got the Departmental approval. During 2002-09, a total of 39 Government schools (22 primary and 17 upper primary (middle)), representing 2.8% of total elementary schools, have been 'converted' into English Medium Schools.

Though efforts have been made towards the development and enrichment of Mizo language, it is unlikely that it shall become a language of technology, business and scientific research in the near future. The Mizo students use English as the medium of learning in the higher education and professional education programmes. They will not face difficulty in the use of English in these programmes, if they start using English medium from high school onwards. Currently, all the Government Secondary Schools use Mizo as medium of instruction, though English is very much the medium of learning on paper.

In pursuance of the vision of the *Right of Children to Free and Compulsory Education Act, 2009*, Class VIII, which is presently located in the secondary schools, shall have to be brought to the Elementary stage. Therefore, Mizo language should be used as medium of instruction upto Class VIII. At the secondary and the higher secondary stages, the students may be required to pursue their studies through the medium of English only. In order to facilitate switch over from the Mizo to English as medium of instruction from Class IX onwards, English can be permitted as medium from Class VII onwards for Science and Mathematics.

In some parts of Mizoram, children of ethnic minority communities find it difficult to study through Mizo language in primary classes as they have their own languages of communication. Therefore, it will be in the interest of the educational development of such children if they are provided opportunities to receive their initial education through the medium of their own language.

*The Commission recommends that elementary education should be imparted in the child's mother tongue. English should be adopted as the medium of instruction from Class IX onwards. English should also be permitted to be used as medium of instruction from class VI onwards in those schools that have adequate number of teachers, capable of teaching in English. In schools where there is concentration of minority community children, mother tongue of the child should be used as medium of instruction in Class I and II.*

## **6.8 Semesterization of School Curriculum**

A major educational reform was suggested in the NPE 1986/92 in regard to school curriculum and examination reform. It was suggested that there will be de-emphasis on rote learning, and semesterization will be introduced. The spirit of semesterization required that students could carry on with their education at their own pace and there will be a possibility for them to choose from a basketful of courses of varied kinds in order to ensure flowering of the individuals aptitudes and interests and there will be no rigidity in the offerings of the courses. Instead, there will be options to choose courses from across curricular areas even cutting down on the boundaries caused by academic and vocational streams. This would have required a total transformation of the instructional design, time tabling, maintenance of academic calendar, designing a scheme of apportioning credits of different courses, providing for transfer of credits in the case of students changing from one institution to the other. As it is, the concept of semesterization has been interpreted as conducting two examinations per year for students across institutions, regions and states. This was something against the spirit of the semester system and, therefore, it is an opportunity for Mizoram to workout the details of semester course offerings.

The semester system not only makes the students and teachers serious throughout the year but also allows curriculum organization in the form of semester length courses. Instead of studying only three electives, a student at the higher secondary stage may get an opportunity to study some 15-16 semester length courses during the four semesters of the two year programme. For example, a science student, in addition to courses in physics, chemistry, biology, may also take up courses in geology, biotechnology, computer science, physiology and even a couple of courses in social sciences and humanities like anthropology, history, philosophy, visual and performing arts, human

rights, etc. Likewise, arts students may get an opportunity to take up some courses in basic and applied sciences.

*The Commission recommends that as a step towards curriculum reform, the State of Mizoram introduces the Semester System in its schools, with flexibility in course offerings and permitting their completion at the student's own pace.*

## **6.9 Curriculum Transaction: The Constructivist Paradigm**

The NCF 2005 has advocated constructivism as a major paradigm for learning. (*Constructivism: Learners actively construct their own knowledge by connecting new ideas to existing ideas on the basis of material/activities presented to them (experience) – in individual as well as collaborative situations. Active engagement involves enquiry, exploration, questioning, debates, application and reflection.*) This is a welcome feature in several ways:

- Puts the learner – the child at the centre of the educational process.
- Departs from extremely fixed 'reductionistic' norms of learning.
- Emphasizes activities/experiments as one of the important ways to facilitate construction of knowledge by children.
- Respects children's knowledge concepts, even if they differ from standard concepts of various disciplines. ('Respects' not to be equated to 'Accepts'.)
- Views teacher not as a transmitter but as a facilitator for knowledge construction by the child.
- Aims to build up concepts (at least partly) through 'local' contextualized knowledge.

There has been much debate on 'local' versus 'global' (or standard) knowledge. If local knowledge is intended to mean knowledge in the context of the learner's environment (e.g., knowledge of learners in tribal communities about plants) or local technological skills and practices, there is really no issue. If, however, it is supposed to include all manner of local beliefs and myths – it can indeed be problematic. Teachers will need to be sensitive to the difference.

Constructivism can mean different things to different people. The NCF 2005 probably views it as a pedagogic paradigm, and that is how it should be looked at. In particular, it should not be equated to relativism. (*Relativism: knowledge is basically a social-cultural construct; there is no absolute criterion by which to judge which one is 'better' or 'truer'.*) Again, teachers will need to be made aware of these matters.

*The Commission recommends that intensive orientation of all teachers should be organized by the SCERT or the MBSE to familiarize the teachers with the concept of constructivism so that they can make their classroom transaction practices child-centered and activity-based.*

## **6.10 Syllabus, Textbooks and Other Materials**

### *6.10.1 Syllabus and Textbooks*

Till 1980, the schools of Mizoram followed the curricular programmes, developed by the Secondary Education Board of Assam (SEBA). The first curriculum renewal programme was undertaken by MBSE in 1980 and the implementation phase continued from 1981 to 1983. Close on the heels of NPE 1986, the MBSE initiated the second curriculum revision exercise in 1987. The process of stage-wise implementation started in 1990 and extended till 1993. The school curriculum has not undergone any further revision.



It is the syllabus and Text Book Committee, one of the Statutory Committees of MBSE, that is entrusted with the task of curriculum renewal and textbook development. This Committee is empowered to appoint Sub-Committees, to advise it 'upon any matters referred to'. The syllabus and Text book Committee constitutes subject/Course Sub-Committees during periodic renewal of Curriculum. These Sub-Committees are Task Forces which cease to function when the specific task is completed. The Academic Branch, one of the three functional branches of the MBSE, provides the crucial in-house support to the syllabus and Textbook Committee during the curriculum renewal period.

Revision of curriculum is carried out periodically in line with the guidelines provided by the NCERT and the CBSE. The practice is to examine the curriculum, renewed by the national agencies in a few sessions of the syllabus Committee and then to decide to adopt, develop and prescribe the curriculum for the stage it is meant. The Academic Branch is entrusted with the responsibility to ensure that the syllabus contents and corresponding treatment in textbooks are properly graded from class to class with increase in depth and breadth. It is the blueprint, developed by the Academic Branch and approved by the Syllabus and Textbook Committee that provides the frame of reference in textbook development.

The premier curriculum and textbook development agency in the country namely, NCERT provides lot of directions for the development of curriculum and textbooks for all stages of school education and in all curricular areas. The State of Mizoram should follow the procedures of the NCERT as they have stood the test of time and have resulted in the development of the textbooks of a quality which is nothing less than excellent. A group of eminent experts in Mizoram and around should be associated with the curriculum development responsibilities. School teachers should be integrally associated with this development task. The Quality control mechanism, practised at the pre-production stage, is to subject the manuscript to the scrutiny of a select group of subject teachers, to arrange a series of discussion between the select group and the author, and to make arrangement for the revision of the manuscript in the light of comments and inputs agreed upon. Further, the dummy copies are thoroughly examined by the Academic Branch before the textbooks are printed. If possible, there should be a provision of field testing of the materials before trial editions are brought out. Once finalized, the textbooks should be continued for a period of at least 5 years. If any developments necessitate incorporating any changes, it should be done by bringing out supplements for the teachers so that students are not deprived of the correct knowledge content.

The printing, distribution and related matters in regard to textbooks is a subject which would warrant setting up of a separate Committee to streamline printing and distribution of textbooks.

The Commission was apprised that the problem of uncertain availability of textbooks is related to the text books produced by the NCERT. The affected students belong to classes IX to XII. Mizoram adopted CBSE curricula of Higher Secondary stage in 1997-1998 and then went for the CBSE curricula of secondary stage from 2001. Irregular supply of NCERT text books, meant for these classes, seriously disturbed the academic programme during the Academic Session 2001-2002. The situation was bleak for the Academic Session 2002-2003 in view of the supreme Court's injunction on the publication of some of the NCERT textbooks. As a contingency measure, the MBSE recommended textbooks, published by Private Agencies, based on NCERT curricula. The publishers have started taking initiative to have local outlet for making their books available to the students.

The task of textbook development in Mizoram is presently undertaken by the MBSE. It is seen that the major responsibilities of the MBSE is in development of textbooks in Mizo language for Classes I-XII, environmental studies for Classes III-V, mathematics for classes I-VII, science and social sciences for Classes VI-VII, and Hindi for Classes III-VIII. For textbooks of other classes and subjects the approach has been either to adopt the textbooks or to bring in some adaptation in the textbooks published by private publishers.

The NCERT textbooks are prescribed in the subject of English for Classes XI-XII and Hindi for Classes XI-XII, Home Science, Sociology, History and Political Science for Class XI. All other textbooks are prescribed as published by private publishers. The role of MBSE, therefore, is essentially in adoption or adaptation of the books identified for such purposes based on the criteria developed by the MBSE.

#### 6.10.2 *E-learning Material*

With the onset and proliferation of Information and Communication Technology (ICT), there is a growing demand that it be included in school curriculum. It has become more of a fashion statement to have computers or multimedia in schools, the result being that in spite of its potential to make learning liberating, its implementation is often not more than cosmetic. It is often also touted as a panacea for shortage of teachers. These are detrimental to the learning of the child. It is important to distinguish between critically useful, developmentally appropriate and the detrimental use of ICT and all school curricular areas must integrate ICT in the transactional approaches. EDUSAT provides an interactive satellite-based distance education system for the country utilizing audiovisual medium, and employing Direct-To-home (DTH) quality broadcast. With its multiple regional beams covering different parts of India and a beam covering the Indian mainland, it is possible to establish talk-back terminals – one way video and two ways audio – for interactive programmes on curricular areas of schools education. Time is ripe to usher in an era of instructional materials that go beyond the print matter. E-learning materials should be developed in every subject in an interactive format.

*The Commission recommends that e-learning materials should be developed in every subject in an interactive format to supplement the textbook and other learning materials in print form.*

#### 6.10.3 *Textbooks Evaluation*

The task of translating the provisions of the *Right of Children to Free and Compulsory Education Act, 2009* (Section 29(2)) which are now justiceable, assumes significance but the modalities of justiceability are indeed complex. For instance, the curriculum has to be in conformity with the values enshrined in the Constitution: For this purpose, mechanisms will have to be set by the State Government to evaluate textbooks and other learning materials and examine whether there is anything in these materials which is being passed on to children in violation of the provisions of the Constitution. This implies that no textbook and learning material shall be allowed to go into the hands of the child until it is certified and approved by the designated Academic Authority.

Since most of the textbooks in different subjects used in Mizoram are developed by private publishers, they have been analyzed by the MBSE using a set of criteria developed by them. It is suggested that the MBSE may set up a resource group of experts who can be

entrusted with the task of analyzing the textbooks currently used, in terms of the following criteria:-

- The content, process, language and pedagogical practices of the curriculum are age appropriate, and within the cognitive reach of the child.
- The curriculum conveys significant and correct information. Simplification of content, which is necessary for adapting the curriculum to the cognitive level of the learner, must not be so trivialized as to convey something basically flawed and/or meaningless.
- The curriculum engages the learner in acquiring the methods and processes that lead to the generation and validation of knowledge and nurture the natural curiosity and creativity of the child. Process validity is an important criterion since it helps the student in 'learning to learn'.
- The curriculum is informed by a historical perspective, enabling the learner to appreciate how the concepts have evolved over time. It also helps the learner to view how social factors influence the development of a particular curricular area.
- The curriculum promotes the values of honesty, objectivity, cooperation, and freedom from fear and prejudice, and inculcate in the learner a concern for life and preservation of the environment.

*The Commission recommends that the designated curriculum development authorities in Mizoram should evolve a standing mechanism in undertaking a thorough analysis of the textbooks of all stages of school education from the standpoint of national integration and to ensure that they conform to the values enshrined in the Constitution of India.*

## **6.11 Reforming and Revamping the Evaluation System**

### *6.11.1 The Curriculum Frameworks on Evaluation*

The NPE 1986/92 made several recommendations to reform the examination system at the school stage, such as introduction of Continuous and Comprehensive Evaluation (CCE), grading system in place of marks, credit based semester system. It further recommended that the first public examination should be conducted at the end of Class X only. This was recommended in view of the fact that in many States, Board examinations were also held at the end of Class V and VIII. The states conducting these examinations felt that the examinations were necessary to develop the competitive spirit among students and to ensure that students and teachers of all stages work hard and take the tasks of learning and teaching seriously. However, the NPE found this argument untenable and felt that the public examinations in lower classes put unnecessary but avoidable burden on young students. Moreover, there are bound to be some cases of 'failures' in the public examinations which may push children out of the school system. This shall certainly be a setback for achieving the goals of Education For All (EFA) and *Right of Children for free and Compulsory Elementary Education Act, 2009*.

The recommendations of NPE-1986/92, concerning examination reforms, even after a quarter of a century, have not been implemented so far. Meanwhile, the NCF - 2005 suggested that even Class X examination should be made optional, specially for the students studying in higher secondary schools and who intend to pursue higher secondary education in the same school. Recently the issue of Class X examination alongwith the desirability of grades in place of marks has been discussed extensively at the national level. The Central Board of Secondary Education (CBSE) has finally decided to make Class X examination

optional with effect from the year 2010 and replace marks with the grades, with effect from 2011. The students shall first be awarded marks which will then be converted into grades on a 10 point scale.

The MBSE at present conducts the following examinations:

- (i) Higher Secondary School Leaving Certificate (HSSLC) examination
- (ii) Higher School Leaving Certificate (HSLC) examination
- (iii) Middle School Leaving Certificate (MSLC) examination
- (iv) Middle English School Leaving Certificate (MESLC) examination
- (v) Primary School Leaving Certificate (PSLC) examination
- (vi) Diploma in Teacher Education (D.T. Ed.) examination

The MSLC and PSLC examinations are conducted by the District Examination Committees on behalf of the MBSE. The question papers alongwith detailed guidelines are provided, examinations are conducted and the results are prepared by the District Committee. Thus, the lower level examinations have been decentralized to some extent. About 10% students fail to qualify these examinations and, therefore, they either repeat the class or discontinue their studies.

#### 6.11.2 *Continuous and Comprehensive Evaluation*

The present mode of assessment does not take into account the assessment of cognitive and non-cognitive learning outcomes and thus encourage lop-sided personality development. The one-shot written examination is not an effective measure for assessing all the abilities nor does it promote the application of multiple techniques of assessment. The scheme of Continuous and Comprehensive Evaluation (CCE) is inspired by the age-old adage that it is the teacher who knows the pupil best and it is through this teacher that we would get to know how the learner is progressing with reference to his own earlier achievements, with reference to his peer group as also with reference to the expected levels of attainments set by the teacher. All these things can be done only when the teacher teaching the class takes up the responsibility of assessing the class on a regular basis.

*The Commission reiterates that no public examination upto elementary stage, that is, Class VIII should be conducted in view of the provisions contained in Section 29 of the Right of Children to Free and Compulsory Education Act, 2009. This, however, implies much greater accountability on the part of the school and the teachers to use ways and means to ensure required levels of learning on the part of the pupils and their assessment through Continuous and Comprehensive Evaluation (CCE) spread over the total instructional time.*

*The Commission also recommends that the system of CCE should be planned and its details properly worked out and teachers oriented to perform a new role of assessment of their students. The phasing out of public examination at the end of Class X should be dependent upon the correct implementation of CCE.*

#### 6.11.3 *The Evaluation Parameters*

Most of the issues related to evaluation and examination reforms do not have any State or national boundaries. They are the concerns of educationists across the globe. It is a fact that our system of education is very much examination ridden. While assessing student's potential, one should be invariably interested in three things:

- How the student is progressing with regard to the criteria set by the teachers (*criterion referenced*).
- How the student is progressing with reference to herself/himself (*self referenced*).
- How the student is progressing with regard to her/his peer group (*norm referenced*).

A proper evaluation system is expected to serve these three purposes.

#### 6.11.4 *Setting up of Question Banks*

In order to improve the quality of the question paper there is a need to set up question banks. These question banks should have a pool of a large number of questions of varying difficulty levels and measuring various objectives. Such question banks need to be developed in all curricular areas. The facilities of the question banks should be made accessible to the teachers who can use them for making various tests and to students who can use them for their own drill and practice. But somehow, this has not attracted adequate attention of the planners and managers.

#### 6.11.5 *The Grading System*

In spite of the recommendations of the NPE-1986/92 and National Curriculum Frameworks 1988, 2000 and 2005, almost all the Boards in the country still follow the marks system and annual system of examination. The disadvantages of the present system and possible benefits of replacing marks with grades and annual examination with semester-end examinations have been discussed at length at different forums during the last two decades.

Regarding the present system of assessing students' performance on 101 point scale, it puts undue stress on the students as our assessment tools which are not sophisticated enough to differentiate the capabilities of scoring 80, 81 or 82 marks. Therefore, it has been recommended that 101 point scales be replaced with 9-10 point scale and a letter grade indicative of students' performance be awarded.

Long back the Boards adopted the 'Grades' system in the non-examination curricular areas like health and physical education, arts education, co-curricular activities but continued with the 'marks' system in the so called scholastic examination subjects and the students' overall percentage or division is determined on the basis of marks obtained by them in the final examination. However, the CBSE has recently decided to switch over to the 'grades' system in scholastic areas also with effect from 2010.

*The Commission recommends that grading system should be implemented at all levels of school education in scholastic as well as non-scholastic areas of the school curriculum. This system should be adopted without losing time. To begin with, the grading system as suggested by the CBSE should be adopted and experimented with and evolve own grading system based on the experiences gained. The preparations needed to facilitate the switch over would involve development of modules on the grading system and the orientation of teachers and evaluators to comprehend the system towards effective implementation which should be immediately initiated.*

In conclusion, if the aforesaid concerns in the area of curriculum, textbooks, and evaluation are addressed in isolation, they may fail to produce the desired results. Since they are interlinked, they need to be implemented simultaneously. The changes that they are supposed to bring about will be very gradual and imperceptible but in the long run these will help in improving the learners' achievement and thereby promote the development of human resources. Not only this, they will also go a long way in promoting the teachers' potential and institutions' capacity and thus will have a far reaching effect on the quality of education in the State.

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## CHAPTER 7

### EDUCATING TEACHERS

#### 7.1 The Context

Teacher, no doubt, is one of the most important determinants of educational quality at all stages of education. It is the teacher who is responsible for the realization of educational objectives not only through effective transaction of the prescribed curriculum but also through experience-based interventions in curriculum development, and also by maximizing the utilization of available instructional and infrastructural facilities. The teacher's role in improving the quality of education assumes added significance in the context of Mizoram due to the presence of a large proportion of professionally unqualified teachers in the school system, which is obviously due to non-availability of professionally qualified teachers because of weak and inadequate system of teacher education in the State. Therefore, the implementation of the reforms suggested for revamping school education shall depend to a large extent on the invigoration of the teacher education system.

#### 7.2 In Retrospect

In Mizoram, the first attempt at training teachers was made in 1907, when Rev. F.W. Savidge started a training programme at Serkawn in Lunglei. In the North, in 1914, the missionaries started month-long training classes at Aizawl. The Welsh Mission established Teachers' Training Institute in the North in 1925, which was named as 'Guru Training Institute' in 1927. It offered pre-service and in-service training programmes of one-year duration. The curriculum of the programme comprised Vernacular, English, Geography, Arithmetic, Child Psychology, Methods of Teaching, Hygiene, Craft, Drawing, Current Affairs, Indian History, Nature Study, Civics, Theology, and Practical teaching. In the South also, the teacher training school for girls was started in 1925. The girls who had passed upper primary, were trained for teaching primary classes, I-IV. In the year 1936, the duration of the 'Guru Training' was raised to two years.

After independence, a Basic Training Centre offering two years' course was established in 1953 at Chaltlang, Aizawl for preparing primary school teachers. In 1970, a Normal Training Centre was opened for Middle School teachers. The two training Institutes-Basic and Normal - were amalgamated in 1974 to form Undergraduate Teacher Training Institute (UGTTI), which provided training to elementary school teachers. Shortly, thereafter, the second UGTTI was established at Lunglei. In 1980, the two UGTTIs were named as TTIs, which were upgraded as District Institutes of Education and Training (DIETs) under the Centrally Sponsored Scheme of Teacher Education in 1988 (Aizawl) and 1993 (Lunglei). The first College of Education offering B.Ed. programme was established at Aizawl in 1975, which became College of Teacher Education (CTE) in 1989 under the Centrally Sponsored Scheme of Teacher Education. Mizoram Hindi Training College was established in 1975 for the training of Hindi teachers both for elementary and secondary stages of education.

#### 7.3 Current Status

At present the system of teacher education in Mizoram comprises the following:

- (i) CTE at Aizawl
- (ii) Mizoram Hindi Training College

- (iii) Two DIETs one at Aizawl and the other at Lunglei
- (iv) Six District Resource Centres (DRCs) in the remaining six districts
- (v) State Council of Educational Research and Training (SCERT)

The CTE and Hindi Training College are Secondary while DIETs and DRCs are Elementary Teacher Education Institutions (ETEIs).

#### 7.4 College of Teacher Education

The CTE, which offers B.Ed. programme of 1-year duration, is affiliated to the Mizoram University, Aizawl. The annual intake of the College is 120, which includes both fresh candidates and deputed in-service teachers. The proportion of science graduates admitted to the B.Ed. programme is generally less than 10%. Likewise, the proportion of students with post-graduation degree is also very small. Thus, the college primarily prepares teachers in English, Mizo Language and Social Sciences for upper primary (Classes V-VII) and high school (Classes VIII-X) of the present educational structure. The Mizoram Hindi Training College, which is affiliated to the Kendriya Hindi Sansthan, Agra, offers both degree level and diploma level programmes, which aim at preparing Hindi teachers for secondary and elementary stages of education respectively.

With reference to secondary teacher education, the following problems need to be addressed:

- (i) Large proportion of untrained teachers at the secondary and higher secondary stages.
- (ii) Inadequate supply of science and mathematics teachers.
- (iii) Non-availability of teacher education programmes for the preparation of teachers for Physical Education, Visual Arts, and Performing Arts.
- (iv) Absence of facilities and programmes for continuing education of secondary teachers.

As per the data provided by the State Education Department, 975 teachers out of a total of 1,650 high school teachers (59%) in Government schools are not professionally trained. At the higher secondary stage, 727 out of a total of 1,045 (69.6%) are not professionally trained. As many as 1,702 teachers employed in Government schools need to qualify for the B.Ed. degree, which is the professional qualification prescribed both for high school and higher secondary teachers. The problem of untrained teachers in private aided and unaided schools is more serious in comparison to the Government schools, as it is estimated that an equal number of untrained teachers are employed in private schools.

*The Commission recommends that the State Government should implement a time-bound plan to clear the backlog of untrained teachers within a period of five years.*

The plan could be drawn along the lines suggested below:

- (i) The fresh recruitments should be made strictly in accordance with the Recruitment Rules (RRs), 2003, that is, persons possessing B.Ed. degree should be appointed as high school and higher secondary teachers. However, in cases where suitable persons with B.Ed. degree are not available, appointments may be made purely on temporary basis on year to year basis. At the time of initial appointment, it should be clearly mentioned in the letter of offer that teachers appointed on temporary basis shall not be entitled for regularization in the service of the government.
- (ii) At present, the Mizoram Education Department deposes a few teachers to the CTE where they complete the B.Ed. programme of one-year duration. During their stay in



the CTE, they are treated on Duty Leave and, therefore, they continue to draw their full salary from their parent school. The annual intake of the CTE is just 120 out of which the proportion of sponsored in-service teachers is around 20%. The backlog of untrained teachers cannot be cleared even in a period of ten years by continuing with this strategy. Some alternative strategies are needed to achieve the objective within a timeframe of five years.

- (iii) One alternative available to the untrained teachers is to get enrolled in the B.Ed. programme of the Indira Gandhi National Open University (IGNOU) through Distance Mode. As per the NCTE – Distance Education Council (DEC) norms, the Study Centers for the programme could be established only in the NCTE - approved Colleges of Education and in Mizoram, there is only one College where a Study Centre can be established with an intake of 100 students. In other words, only 100 teachers can be trained through this programme in a year. Evidently, the backlog of untrained teachers cannot be cleared in the near future through this facility.
- (iv) Due to the limitations of the modalities mentioned above, it is necessary to devise alternative strategies to achieve the goals in the shortest possible time. One such strategy could be a specially designed multi-mode intensive B.Ed. programme which can be offered by the CTE with the approval of the Mizoram University. The 1-year programme may comprise institution-based study of 3 months' duration, home study, project work and practice teaching in schools during the remaining nine months. The in-service teachers enrolled in the beginning of the session should learn theoretical aspects of education for about three months in residential settings and thereafter may undertake the assigned projects in their own schools. During the session, they may return to the TEI for about one week to share their experiences and remove their difficulties. At the end of the session, they should appear in the final examination along with the regular students. The same examination and the same certification agency shall ensure equivalence between the B.Ed. (Regular) and B.Ed. (Multi-mode) programme.

With the introduction of the Multi-mode B.Ed., the annual intake of the CTE, Aizawl shall have to be increased by permitting an additional unit of 100 in-service teachers. However, one CTE with an additional intake of 100 in-service teachers shall not be sufficient to clear the backlog of untrained teachers.

*The Commission recommends that two new Colleges of Education be established at Lunglei and Champhai with an annual intake of 200 in-service teachers. The proposed Colleges could start the B.Ed. (Regular) programme when the in-service teachers are not forthcoming for the Multimode B.Ed. programme.*

The introduction of Multimode B.Ed. for in-service teachers shall mean that teachers shall be granted leave with pay only for 3 months which will considerably reduce the burden on the State exchequer. The period of leave can be further shortened by rescheduling the academic calendar for this programme, which may be different from the normal calendar of the university. The commencement of the session may be aligned with the winter vacation in schools.

*The Commission recommends that the CTE should design the B.Ed. (Multimode) programme and submit it to the Mizoram University. The programme may comprise institution-based study of three months' duration, home study, project work, and practice teaching in schools during the remaining nine months. The entire cost of designing and running the programme including the cost of examination should be borne by the Mizoram Government.*

It has come to our notice that in the CTE, the proportion of science and mathematics graduates in the B.Ed. programme is very small. This has led to the shortage of science and mathematics teachers in schools. This also necessitates recruitment of untrained teachers in these subjects. In order to address the problem of shortage of qualified science and mathematics teachers the following measures should be taken:

- (i) To begin with, 25% seats in the B.Ed. programme should be reserved for the Science and Mathematics graduates. This shall mean preparation of separate merit lists for science and arts students.
- (ii) Some incentives may be offered to the Science and Mathematics graduates joining the B.Ed. programme, such as free tuition fee, free hostel accommodation, etc. provided they offer the Science Methods Course in the B.Ed. programme.
- (iii) The Science and Mathematics students should be permitted to take up part-time work in government or private schools during the period of teacher training.
- (iv) *As necessary facilities for the preparation of science and mathematics teachers do not exist in Mizoram and it would be very expensive to open new institutions for the purpose, the Mizoram Government should sign a Memorandum of Understanding (MoU) with the National Council of Educational Research and Training (NCERT) to depute every year an agreed number of students for admission in the 4-year integrated B.Sc., B.Ed. and 2-year B.Ed. programme in the Regional Institute of Education (RIE), Bhubaneswar. With this arrangement the state shall have a sizeable number of well qualified science and mathematics teachers. The expenditure incurred on the payment of monthly stipends to the deputed students shall be insignificant in comparison to the cost involved in setting up an institution of the standard of the RIE, Bhubaneswar.*

The present system of teacher education in Mizoram does not prepare teachers for some important areas of school curriculum such as physical education, visual arts, performing arts, work experience, vocational education, etc. The non-availability of teachers in these areas make education narrow and excessively academic which is not conducive for children's holistic development. In other states, there are colleges or university departments offering teacher education programmes in physical education like D.P.Ed., B.P.Ed., and M.P.Ed. Likewise, in many states there are colleges or university departments offering degree-level programmes in visual arts and performing arts. The students possessing Bachelor degree in visual arts, music or dance are eligible to be appointed as Arts/Music/Dance teachers in schools.

*The Commission recommends that the State Government should impress upon the Mizoram University to establish departments on the university campus offering undergraduate and postgraduate courses in Physical Education, Visual Arts, Music, Dance, and Theatre Arts.*

The Indian State is committed to realize the Constitutional mandate of universal elementary education. To fulfill this mandate, all children including differently abled children, that is, children with certain disabilities, shall have to be brought to the school. However, children with severe disabilities shall have to be educated in special schools. Teachers shall need special skills and competencies to handle such children in inclusive settings. It may not be possible for all teachers to acquire knowledge and competencies to handle differently-abled children. But the presence of at least one teacher with specialized training in special education in a school can support and coordinate the programme of special education in the school. In many states, the universities and colleges offer B.Ed. and M.Ed. programmes in special education, but such programmes are not offered in the state of Mizoram.

*The Commission recommends that the State Government should impress upon the Mizoram University to offer B.Ed. and M.Ed. (Special Education) programmes on its campus.*

## **7.5 District Institutes of Education**

Two DIETs, one each at Aizawl and Lunglei, were set up under the Centrally Sponsored Scheme of Teacher Education in 1988 and 1992 respectively. The two DIETs offer a 2-year Diploma in Teacher Education (D.T.Ed.) programme, which aims at preparing teachers for the elementary stage of education, that is, from class I to VII. The eligibility qualification for admission to the course is higher secondary (+2) pass. The Mizoram Board of School Education (MBSE) conducts the examination separately at the end of 1<sup>st</sup> year and 2<sup>nd</sup> year and awards Diploma to the successful candidates. In addition to the 2-year Diploma, the DIETs also offer one-year programme for In-service teachers, which is a condensed course of the two-year regular programme and is recognized as equivalent to it.

The Centrally Sponsored Scheme of Teacher Education envisages establishment of DIETs in each district but in the remaining six districts of Mizoram, DRCs in place of DIETs have been set up. The DRCs are responsible for the organization of short-term orientation and refresher training programmes for in-service teachers and as such they do not offer the pre-service D.T.Ed. programme.

*The DIETs and the appointment of academic staff therein are said to be co-terminus with the Centrally Sponsored Scheme of Teacher Education. Therefore, the academic staff is drawn from the Directorate of School Education on deputation basis. The State Government should own the responsibility of running DIETs even after the central funding is not available. Therefore, permanent staff should be posted in DIETs as per RRs to be specifically framed for DIETs keeping in view their objectives and functions.*

The concerns of elementary teacher education in Mizoram are similar to the concerns of secondary teacher education, namely,

- Sizeable proportion of untrained teachers in primary and middle schools.
- Unbalanced profile of student teachers pursuing the D.T.Ed. course.
- Single track elementary teacher education system devoid of diversity.

The problem of untrained teachers in Government Primary and Upper Primary schools has been discussed in detail in *Chapter 8: Teachers and Teacher Organizations*. The untrained teachers, from the stand point of academic qualifications, are categorized as under:

- (i) Untrained under-matriculantes
- (ii) Untrained matriculantes
- (iii) Untrained higher secondary pass

In order to provide professional training to the above mentioned categories of teachers, different strategies are required. For instance, it has been suggested elsewhere in the Report that the under-matriculate teachers be provided an opportunity to seek voluntary retirement. Alternatively, they could be provided short-term training in Work Experience and Physical Education in DIETs. The matriculate teachers should be encouraged to pursue higher secondary programme of the National Institute of Open Schooling (NIOS) or should be permitted to appear in the MBSE examination as private candidates. In addition, short-term content enrichment programmes should be organized for them in English, Mizo language, Environmental Studies (EVS) and Mathematics

during vacation. A teacher should be required to complete the following three modules of one month each:

- (i) Language Education (English and Mizo)
- (ii) Environmental Studies (Science and Social Studies)
- (iii) Mathematics

*The primary focus of the training modules should be upgradation of teachers' content competencies in primary school curriculum. The successful completion of these modules shall help the teachers to take the higher secondary examination. In addition, the teachers should be trained for the organization of activity-based learning in primary classes.*

*The untrained teachers who have passed higher secondary examination should be deputed to undergo condensed D.T.Ed. programme of 1-year duration which is currently offered in the DIET, Aizawl. This programme should be offered in all the eight DIETs/DRCs. In order to clear the backlog of untrained teachers within five years, the annual intake of each DIET should be fixed by the State Government keeping in view the number of eligible teachers in the district. The curriculum of the 1-year D.T.Ed. programme should be revisited to meet the training needs of in-service teachers. Since the overwhelming majority of untrained teachers are higher secondary pass with Arts subjects, a strong input of science and mathematics need to be included in the curriculum. The content upgradation course in science and mathematics may include selected themes from the curriculum of Classes VII and VIII but the coverage of the content should be at a fairly advanced level. The DIETs should have well equipped laboratories and well qualified science and mathematics teachers.*

Like the B.Ed. programme, the profile of student teachers in the elementary teacher education programme (D.T.Ed.) is not balanced across different streams of subjects. The proportion of students with the background of science and mathematics is negligible. The students of the D.T.Ed. programme are prepared to teach all subjects upto Class VII. The products of this programme are not comfortable with the teaching of these subjects at the upper primary stage as they possess content knowledge of these subjects of the level of Class X only. In order to attract science stream students to the D.T.Ed. course, 20-25% seats should be reserved for them. They should also be provided some incentives such as free hostel accommodation for out-station students.

During the course of its interaction, the Commission learnt that a sizeable proportion of students fail to complete the programme successfully. The wastage of scarce resources due to the reduced turnout of qualified teachers should be avoided by analyzing the reasons for shortfall in turnout. The policy of MBSE to allow only those students to move to the 2<sup>nd</sup> year who pass the Board examination of the 1<sup>st</sup> year, results in not only wastage of about two months time but also in the reduced enrolment in the 2<sup>nd</sup> year.

*The Commission recommends that all first year students should be allowed to commence their studies of the 2<sup>nd</sup> year without waiting for the Board result of the first year examination. The students who fail to qualify in the first year examination, should be provided opportunity to take the supplementary examination during the 2<sup>nd</sup> year of the programme.*

In Mizoram, only two elementary teacher education programmes are in existence. The mainstream D.T.Ed. programmes of 2-year duration is offered in two DIETs at Aizawl and Lunglei. This programme aims at preparing teachers for teaching all subjects at the primary and upper primary stages of education. For the preparation of upper primary school Hindi teachers, *Shikshan Praveen* (Diploma in Hindi Teaching) is offered in the Mizoram Hindi Training College. However,

in many other states, specialized teacher education programmes are in place for the preparation of physical education, Arts and Crafts, Visual Arts and Music/Dance teachers.

*The Commission recommends that necessary arrangements be made to offer Diploma in Physical Education (D.P.Ed.) in one of the DIETs. Likewise, Diploma in Visual Arts Education (D.VA.Ed.) and Diploma in Performing Arts Education (D.PA.Ed.) programmes may be offered in two other DIETs.*

The contribution of Pre-school education in the child's development and making him/her ready for formal schooling is well recognized. There is enough empirical evidence to suggest that it contributes immensely to the achievement of the goal of universalization of elementary education. Realizing its importance, the Commission has recommended elsewhere in the report that pre-primary classes should be added in all primary schools and a separate cadre of ECCE teachers should be created in the pay scales of primary teachers. It is felt that because of special demands of ECE, a specialized training is required for the preparation of teachers for this stage of education. The NCTE has notified Norms and Standards for a two-year programme titled 'Diploma in ECE Teacher Education' after higher secondary, which aims at preparing teachers for the children in the age bracket of 3-8 years. In many other states, this programme is offered in teacher education institutions alongwith other teacher education programmes, or in institutions exclusively meant for the ECE programme. The Government of Mizoram may consider the possibility of starting this programme in one or two DIETs alongwith the D.T.Ed. programmes for pre-service and in-service teachers. However, the better option would be to broaden the scope of the existing D.T.Ed. programme to include preparation of teachers for the age group 3-6 years as one of its objectives. In other words, instead of being a teacher education programme meant for the preparation of primary teachers, the D.T.Ed. programme should be re-designed as an integrated programme for the preparation of teachers of both ECE and primary stages. Since the products of the integrated programme shall be eligible for the ECE as well as the primary stage (3-11 years), the establishment of separate ECE teacher education institutions and a separate cadre for ECE teachers shall not be necessary as every trained primary teacher shall also be a trained ECE teacher.

*After a thorough examination of the two options mentioned above, the Commission recommends that instead of establishing a separate programme for the preparation of ECE teachers, an integrated programme for the preparation of both ECE and primary teachers should be designed and offered in all the DIETs.*

If DIETs have to function effectively and realize the objectives for which they have been established, they must be manned by suitably qualified faculty. Since DIETs have been visualized as R&D institutions, the faculty must have the capability to conduct research and develop curricular and evaluation materials. *The present practice of treating DIET faculty positions as promotion posts for high school teachers should be stopped.*

*The Commission recommends that Recruitment Rules for DIET academic staff should be framed in accordance with the norms and standards prescribed by the NCTE in respect of the faculty for elementary teacher education programmes.*

## **7.6 Mizoram Hindi Training College**

Mizoram Hindi Training College, Aizawl, established in 1975 under a Centrally Sponsored Scheme, conducts three teacher education programmes, namely, *Hindi Shikshan Parangat* after graduation (Equivalent to B.Ed.), *Hindi Shikshan Praveen* after higher secondary (Equivalent to D.T.Ed.), and *Hindi Shikshak Diploma* after High School Leaving Certificate (HSLC). The three programmes designed by Kendriya Hindi Sansthan, Agra and implemented by the College, aim at

preparing teachers of Hindi for different stages of school education. The examinations are conducted and Degrees/Diplomas are awarded by the Kendriya Hindi Sansthan Agra.

The College has, no doubt, made a commendable contribution towards the propagation of Hindi language and improving the quality of its teaching in the State. However, it has the potential to play a more proactive role in the promotion of Hindi education, not only in the State of Mizoram, but also in the entire North-Eastern Region.

The eligibility qualification for admission to the above mentioned courses and the annual intake in each of them is as under:

**Table 7.1: Eligibility for Admission to Courses of Mizoram Hindi Training College**

Sr. No.	Course	Eligibility	Annual Intake
1	Shikshan Parangat	Graduation with Hindi	30
2	Shikshan Praveen	Higher Secondary with Hindi	50
3	Shikshak Diploma	High School with Hindi	30

It has been observed that quite a few seats in the above mentioned courses remain vacant due to non-availability of eligible candidates, which is perhaps the result of the policy of discontinuing teaching of Hindi after Class VIII. The suggestions discussed in *Chapter 13: Educational Governance in Mizoram* to overcome the shortage of qualified Hindi teachers in schools, if implemented, shall enhance the availability of eligible candidates for admission to the teacher education programmes.

In addition to the 1-year B.Ed. programme after graduation with Hindi, the College should design a 4-year integrated B.Ed. after higher secondary. Normally, higher secondary with Hindi as Modern Indian Language (MIL) or an elective should be the eligibility qualification for admission to the 4-year integrated programme. But this condition should be relaxed as not too many students study Hindi as MIL at the higher secondary stage. As proper facilities for the teaching of Hindi in the College are available, it should be possible for the students to pick up proficiency in Hindi language of the graduation level and also in its pedagogy in four years' time. In addition to the study of Hindi language and literature, the curriculum may also include study of English Mizo language, computer science and 2-3 social sciences.

*The Commission recommends that Mizoram Hindi Training College should design curriculum for the 4- year integrated B.A., B.Ed. (Hindi) programme and introduce it at the earliest with the approval of Mizoram University. The products of the programme should be eligible to join postgraduate programmes in Hindi or Education. The students enrolled in the programme should be given incentives in the form of stipend @ Rs.1,000/- per month and free hostel accommodation.*

*The existing curriculum of the teacher education programmes, developed by the Kendriya Hindi Sansthan needs to be revisited as it has not been specifically developed to meet the needs of Hindi education in the State of Mizoram. The curriculum revision should be undertaken by the Mizoram Hindi Training College in collaboration with the Department of Education of the Mizoram University SCERT, CTE, DIET, MBSE and NCTE. For example, the course may include translations from the literature of Mizo and other North-East languages into Hindi, comparative study of Linguistics of Hindi and Mizo language. The study of Hindi literature may be restricted to the Modern period only as the study of Hindi literature of the medieval and ancient periods which is not in the present day standard Hindi, may prove a bit difficult for the non-Hindi speaking learners. Moreover, a few translations from the Mizo literature shall bring the course content closer to the ethos of the Mizo society. Above all, the cause of national integration shall be better served if the*

curriculum of Hindi language comprises Hindi literature of the mainland, translations from other Indian languages and translations from the Mizo language. Thus, in order to ensure contextuality and local specificity in the curriculum, it needs to be reviewed and reorganized.

The task of curriculum revision shall be greatly facilitated if the College is affiliated to the Mizoram University for the *Shikshan Parangat* course and with the MBSE for the *Shikshan Praveen* course. *Since the Hindi Shikshak Diploma course is not recognized by the NCTE as it is not in line with its teacher education policy, which stipulates higher secondary (+2) as the minimum eligibility qualification for any elementary teacher education programme, it may be gradually phased out. In its place, a condensed course of one year duration may be developed for the in-service teachers who are high school pass and intend to switch over to the teaching of Hindi.*

The State Government should ensure that the sanctioned seats in the College do not remain vacant as it amounts to wastage of precious resources. In order to attract students from outside Aizawl, free hostel accommodation should be made available on the campus. The courses should also be advertised in other NE states to attract students or the Mizoram Government may reserve a few seats for them, the conditions for which may be laid down in the MoU to be signed with the concerned states.

## **7.7 State Council of Educational Research and Training**

The State Council of Educational Research and Training (SCERT) is mandated to work for the qualitative improvement of school education by providing it Research and Development (R&D) support in areas like policy formulation, planning and management, curriculum development and continuing professional development of teachers. At the national level, the NCERT performs the same functions in the context of school education for the entire country, in general. However, its interventions are primarily in the areas like formulation of curricular policies, development of model and prototype materials and evolution of models and strategies for the pre-service and in-service education and training of teachers. Being a professional arm of the Union Ministry of Human Resource Development (MHRD), it also provides professional support in the formulation and implementation of Centrally Sponsored Schemes. The SCERTs, being closer to the field, have to be engaged in the development of state-specific curricular materials and oversee the organization of pre-service and in-service education of various categories of educational personnel.

The SCERT, Mizoram, established in 1980, functioned as part of the Directorate of School Education till 2008, with a Joint Director as its Head. It was upgraded into a full-fledged Directorate with effect from 22<sup>nd</sup> May, 2008, and DIETs/DRCs were placed under its academic and administrative supervision. However, the issue regarding status of the SCERT has not been finally settled even after its upgradation as a Directorate. This question has been discussed in detail in *Chapter 13: Educational Governance in Mizoram*.

The functions of the SCERT have not been spelt out clearly in any official document. This has not been done even after its establishment as a separate Directorate. The Government order regarding the establishment of the Directorate of SCERT makes a mention of its units, from which its functions cannot be inferred in clear-cut terms. The MBSE had been established in 1975 under an Act of the State Legislature, and, therefore, its functions are clearly enunciated in the Act itself. At the time of the establishment of the Board, no other R&D institution was in existence; therefore, all functions relating to curriculum, textbooks and teacher education were assigned to it. Moreover, being a Board of School Education, its functions were not restricted to secondary education only, as is the case with Boards in many other States.

The functions of the CTE and DIETs, set up under the Centrally Sponsored Scheme of Teacher Education are enunciated in the project documents of the concerned scheme. The functions include curriculum development, initial and continuing education of teachers, research and innovations, but for all practical purposes these institutions have been pre-eminently pre-occupied with pre-service teacher education and sporadically with in-service education.

In the absence of clearly drawn boundaries between the functions of SCERT, MBSE, CTE, and DIETs, there is bound to be some duplication of efforts leading to wastage of resources. It is high time to draw the boundaries enabling different institutions to concentrate on the respective areas of their operation.

Being the examining body in respect of HSLC and Higher Secondary School Leaving Certificate (HSSLC) examinations, the MBSE has to prescribe the syllabi for the high school and higher secondary classes. It may continue to develop and prescribe textbooks for Classes IX-XII but the responsibility for developing syllabi, textbooks, and other curricular materials upto Class VIII may be entrusted to SCERT. The responsibility for the organization of workshops, orientation programmes, seminars, etc. relating to examinations and evaluation policies should continue to remain with the Board but the responsibility for teachers' in-service education be entrusted to the CTE and DIETs.

In view of the stipulations mentioned above the following should be the functions of SCERT:

- (i) Development of curriculum, syllabi, textbooks, and other curricular materials in print and electronic formats for the pre-primary, primary and upper primary stages.
- (ii) Planning, coordinating, and monitoring of in-service education of teachers of all stages of school education organized by different teacher education institutions like CTE, DIETs, and the Mizoram Hindi Training College.
- (iii) Development of curriculum, syllabi, and curricular materials for elementary teacher education programmes offered in the DIETs and other teacher education institutions.
- (iv) Planning and organization of in-service education of school heads and education officers in educational administration.
- (v) Planning and organization of teachers' in-service education in specialized areas for which experts may not be available with the CTE and DIETs like ICT, Inclusive Education, Pre-primary Education, Physical Education, Arts Education, etc.
- (vi) Conducting and promoting research, innovations and experimentation in all aspects of school education.
- (vii) Conducting academic and administrative supervision over elementary teacher education institutions.

In order to perform the above mentioned functions, the SCERT shall need faculty possessing high level of expertise in different areas of education. The faculty may be organized around certain focus areas which may form the basis of the departmental arrangement. A suggestive departmental arrangement is given below:

(i) *Department of Elementary Education*

- Focus Areas:*
- (a) Curriculum designing and preparation of curricular and evaluation materials in all subjects for pre-primary, primary and upper primary stages of education.
  - (b) R&D work in the elementary education



(ii) *Department of Teacher Education*

- Focus Areas:* (a) Development of curriculum, syllabi, and source materials in respect of elementary teacher education programmes.  
(b) Academic and administrative supervision of ETEIs.  
(c) Designing and coordination of in-service education of teachers to be organized by different teacher education institutions.  
(d) Designing and organization of in-service education of elementary teacher educators.

(iii) *Department of Educational Planning and Management*

- Focus Areas:* (a) Preparation of educational plans and schemes for the State as a whole and for the districts separately.  
(b) Organization of in-service education of educational and school administrators.

(iv) *Department of Inclusive Education*

- Focus Areas:* (a) Development of resource material on the content and methodology of Inclusive Education including education of differently abled children.  
(b) Training of teachers in inclusive education.

(v) *Department of Information and Communication Technology*

- Focus Areas:* (a) Development and production of curricular materials in electronic format.  
(b) Promotion of educational technology and EDUSAT in education.  
(c) Training of teachers in the use of ICT in education.

(vi) *Department of Educational Research and Innovations*

- Focus Areas:* (a) Promotion of research and innovations in schools.  
(b) Undertaking research on education in Mizoram in general and school education in particular.  
(c) Training of teachers in action research.

(vii) *Department of Early Childhood Education*

- Focus Areas:* (a) Curriculum designing and preparation of curricular materials for pre-primary stage.  
(b) In-service education of ECCE trainers and teachers.  
(c) R&D work in the field of ECCE.

*At present, a number of centrally sponsored projects or schemes are located in the SCERT like State Institute of Educational Management and Training (SIEMAT), Integrated Education of the Disabled (IED), Mizoram Institute of English, Vocational Education, etc. These schemes may be handled by different departments but the schemes of administrative nature involving distribution of materials and equipments to schools, may be handled by the Directorate of School Education.*

*The science wing presently located in SCERT may be transferred back to the Directorate of School Education. The appointment of teachers should also be the responsibility of the Directorate and not that of the SCERT.*

#### 7.7.1 Staffing

The SCERT has to be developed as an R&D institution and, therefore, it should not function as an administrative department. Its faculty should possess strong academic credentials. It will be possible if the faculty is recruited from the open market through a rigorous process of selection. The faculty should be designated on the pattern of NCERT, that is, Professor, Reader, and Lecturer. At present, the SCERT staff has a variety of designations, like Joint Director, Deputy Director, Lecturer, Project Coordinator, Counselor, Research Officer, Project Officer, Headmaster, Teachers, etc. The lecturer in the SCERT is placed in a higher pay scale in comparison to the lecturer in even NCERT.

*The Commission recommends that the Deputy Directors be re-designated as Readers and the faculty members holding positions like Research Officers, Consultants, Counselors, etc. in the pay scale of lecturer may be re-designated as lecturers. There should be no post lower than the post of a lecturer in the SCERT. However, a few positions of Project Associates or Research Associates could be created to provide academic assistance to the faculty, specially in field work and data analysis. The SCERT faculty should be given the pay scales of officers holding comparable posts in the school education department.*

Since the nature of functions of the SCERT and DIETs is almost similar, it would be desirable to establish a common cadre of academic staff of these institutions. The initial recruitment at the level of 'lecturer' should be made through direct recruitment and the current practice of promoting high school teachers as lecturers for DIETs should be stopped.

*The Commission recommends that the State Government should frame RRs for the academic staff of the SCERT keeping in view its functions. A Task Force should be appointed to allocate staff positions to different departments of the SCERT and to establish the common cadre of SCERT and DIETs staff.*

### 7.8 Preparation of Teacher Educators

The initial preparation as well as continuing professional development of teachers, is to be conducted by qualified teacher educators. The NCTE has prescribed qualifications for the teachers of elementary and secondary teacher education institutions. The Master's programme in education leading to the M.Ed. degree is considered as an appropriate qualification for appointment as a teacher in a TEI. However, in Mizoram, no institution offers the M.Ed. programme.

*The Commission recommends that the CTE should develop and offer the M.Ed. programme with the approval of Mizoram University. The state should pursue its claim for the upgradation of the CTE into Institute of Advanced Studies in Education (IASE) and for the establishment of a CTE at Lunglei. The IASE and the Department of Education, Mizoram University should provide facilities to the faculty of the SCERT, the CTE and the DIETs to pursue Ph.D. in education or in allied disciplines like psychology, philosophy and sociology. This shall certainly raise the quality of research in the SCERT and other TEIs.*

## 7.9 In-service Education of Teachers

The importance of teachers' in-service education as a means of their continuing professional development is well recognized and its objectives are well known. However, the realization of objectives of in-service education depends on the effectiveness of its organization. It is often complained that INSET in our country is not approached, by and large, as a professional activity as it is very often characterized by adhocism. In order to professionalize INSET, the training content should be decided on the basis of properly identified training needs of teachers, the course material should be invariably prepared, the resource persons should be adequately oriented, and the quality of the training imparted and its impact on the system be systematically assessed. Besides professionalization, INSET also needs to be institutionalized so that it does not remain a sporadic activity to be organized subject to the availability of funds.

*The Commission recommends that INSET should be treated as a regular and indispensable activity of the Department of Education for which provision in its annual budget must be made, and in no case it should be tied with the receipt of central assistance.*

In Mizoram, the institutional network for INSET comprises SCERT, CTE and DIETs/DRCs. Besides, INSET is also organized under the Sarva Shiksha Abhiyan (SSA) for elementary teachers. While scrutinizing the INSET programmes organized by different institutions during the last few years, the Commission has observed that the CTE's contribution in the INSET of high school and higher secondary teachers is minimal as it has not organized INSET in a planned and focused manner. The SCERT has organized INSET for the teachers of all levels including high schools, upper primary (middle) schools, and primary schools. The DIETs also organize INSET for primary and middle school teachers. Thus, there is considerable overlap in the programmes of different institutions. There is need to allocate responsibilities to different institutions to avoid duplication of effort.

*The Commission recommends that the responsibilities of INSET to different institutions could be assigned as under:*

<b>Institutions</b>	<b>Target Groups</b>
<b>CTE</b>	(i) High School Teachers of English, Mathematics, Social Sciences, Science and Mizo language. (ii) Higher Secondary Teachers of English, Mizo language, Electives in the Arts and Science streams. (iii) Teacher Educators of DIETs.
<b>Mizoram Hindi Training College</b>	Hindi Teachers of Elementary and Secondary Schools.
<b>SCERT</b>	(i) School Heads and Educational Administrators. (ii) Theme based INSET for teachers of different levels like Inclusive Education, ICT in Education, Vocational Education, Arts Education, and Physical Education. (iii) Lecturers of DIETs and SCERT for induction training. (iv) Resource Persons in different subjects for the training of Primary and Upper Primary School Teachers.
<b>DIETs</b>	(i) Pre-primary Teachers. (ii) Primary School Teachers in Mizo language, English, Environmental Studies (EVS), and Mathematics. (iii) Upper Primary (Middle) School Teachers in Mizo language, English, Social Science, Science, and Mathematics.
<b>MBSE</b>	(i) Paper setters. (ii) School teachers in CCE.

The responsibility for coordinating teachers' in-service education in the State should be entrusted to the SCERT. It should develop a Comprehensive Plan to provide in-service education to all teachers in the State at regular intervals. The State Plan should be based on the institutional plans of the CTE, DIETs, and SCERT.

To begin with, the State Government should formulate and notify the INSET Policy, which should specify the amount of training a teacher in a Government or Private School should compulsorily undergo during his/her professional career and also the periodicity of training, that is, the time gap between two cycles of training. In the 1980s, the Chhattopadhyay Commission had recommended that every teacher must undergo 21 days' training once in five years but under SSA 20 days' training is stipulated every year. However, SSA training includes the days spent on monthly meetings at the Cluster Resource Centers (CRCs) and, therefore, the face-to-face training is of approximately ten days only. The available feedback suggests that teachers are exposed to over training as 20 days training every year is not required. It appears that yearly face-to-face training is difficult to organize for all teachers in the system and repetition of the same training every year is nothing but wastage of energy and resources.

*The Commission recommends that every teacher should be provided an opportunity to undergo training of 8-10 days once in 3-5 years. The training in a subject for a particular stage may be divided into 7-8 Modules. A teacher may attend the first three modules during the first-ten years of service and the remaining Modules in the next twenty years. The content of each module may be both subject specific as well as new thrust areas in different aspects of education such as inclusive education, use of ICT, etc. The completion of a Module should entitle a teacher to earn the pre-specified credits and the accumulation of a certain number of credits should be one of the bases for his/her career advancement.*

It is obvious that implementation of the INSET policy shall require funds. The funds available under the Centrally Sponsored Schemes of Teacher Education, SSA and *Rashtriya Madhyamik Shiksha Abhiyan (RMSA)* may not be sufficient. Moreover, the central funds may not be available on time, that is, in the beginning of an academic session. Therefore, *the State Government must allocate 1-2% of the annual budget of the Department of Education for teachers' professional development. This implies that the training organizations shall not be dependent on the central funds alone. The funds available under the State budget should be recouped periodically with the receipt of central grants.*

## **7.10 Programme Planning**

The SCERT, CTE and DIETs are mandated to conduct research and undertake various types of developmental work such as development of syllabi, curricular materials in print and non-print formats, and organize workshops, seminars, etc. In the planning and execution of such programmes, the faculty members may require the advice and guidance of experts. These institutions have also to prepare their short-term and long-term plans for submission to the competent funding and administrative authorities. The institutions shall be in a better position to finalize meaningful and realistic plans if their proposals are critically examined by a body of experts.

*The Commission recommends that the SCERT, CTE, DIETs and Mizoram Hindi Training College should constitute Programme Advisory Committees comprising reputed educationists, researchers and administrators.*

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## CHAPTER 8

### TEACHERS AND TEACHER ORGANIZATIONS

#### 8.1 Introduction

It is indeed a paradox that teachers in our country invariably receive both bouquets and brickbats from different sets of people. On the one hand, a teacher is given the status of 'God' and is eulogized in glowing terms but on the other, there are people who believe that most of the ills of the present day education system are due to the incompetence and insincerity of teachers. These are no doubt extreme views but there can be no denying the fact that the quality of education depends on the quality of teachers and their level of satisfaction, which, in turn, depends on their social and economic status in the society. The National Policy on Education (1986) rightly states that "no people can rise above the level of its teachers". In other words, the well being of a society and that of teachers is inter-linked and is mutually dependent on each other. Needless to say that this incontrovertible truth applies to Mizo society and Mizo teachers as well. This implies that in order to ensure a bright future of the Mizo society, concerns and problems of the teaching community shall have to be addressed. However, it has also to be ensured that only properly qualified teachers are deployed in schools so that they perform their onerous responsibilities with dedication and commitment.

#### 8.2 Profile of Government School Teachers

As per the data compiled by the Directorate of School Education (30<sup>th</sup> September, 2008), there were 21,414 teachers in primary to higher secondary schools. The teachers are divided into four categories depending on the level of school for which they are recruited, namely, primary school teachers, upper primary (middle) school teachers, high school teachers and higher secondary teachers. The percentage of teachers of different categories in the total teaching force is 40.7%, 36.2%, 18% and 4.9% respectively. Thus, approximately 77% teachers are in the elementary sector and the remaining 23% are in the secondary sector.

The proportion of female teachers at different levels is quite sizeable and is broadly in tune with the All India pattern. The total number of teachers and the proportion of male and female teachers at different levels are given in Table 8.1.

**Table 8.1: Proportion of Male and Female Teachers at Different Levels**

Level	Total Teachers			Proportion of Male and Female Teachers	
	Male	Female	Total	Male	Female
Primary	4,228	4,488	8,716	48.5	51.5
Upper Primary (Middle)	5,067	2,687	7,754	65.3	34.7
High School	2,713	1,173	3,886	69.8	30.2
Higher Secondary	598	460	1,058	56.5	43.5
Total	12,606	8,808	21,414	58.9	41.1

In Mizoram, the proportion of academically under qualified teachers at the elementary level and of the professionally untrained teachers is quite substantial. This is evident from the position of teachers' academic and professional qualifications presented in Tables 8.2 and 8.3 respectively.

**Table 8.2: Proportion of Teachers Possessing Different Academic Qualifications**

Level	Under Matriculates	Matriculates	Higher Secondary	Graduates	Post Graduates
Elementary	11.3	26.6	20.8	37.7	3.6
High School	Nil	Nil	5.9	75.9	18.0
Higher Secondary	Nil	Nil	Nil	Nil	100.0

Source: Sarva Shiksha Abhiyan (SSA) 2008 and Rashtriya Madhyamik Shiksha Abhiyan (RMSA) 2009

**Table 8.3: Proportion of Teachers Possessing Different Professional Qualifications**

Level	D.T.Ed.	B. Ed.	Untrained
Elementary	60.5	9.2	30.3
High School	2.8	38.1	59.1
Higher Secondary	-	30.4	69.6

Source: SSA 2008 and RMSA 2009

The teachers' profile presented in the preceding pages has thrown up certain issues and problems which the Commission examined in detail, in addition, to certain issues relating to the service and working conditions of teachers.

### 8.3 Under-Qualified Teachers

The National Council for Teacher Education (NCTE) has the authority to prescribe academic and professional qualifications for teachers, at different levels of schooling. In the year 2003, the Government of Mizoram framed new Recruitment Rules (RRs) for Group B posts in the Department of Education in accordance with the recruitment qualifications stipulated in the NCTE's Notification, 2001. The minimum qualifications for the primary school teachers is higher secondary pass with two years' Diploma in Teacher Education (D.T.Ed.), for the upper primary (middle) school teachers, the prescribed qualification is graduation with B.Ed. or D.T. Ed. and for the high school teachers, the prescribed qualification is graduation with B.Ed. In the case of higher secondary teachers, the prescribed qualification is minimum second class post-graduation degree, preferably with B.Ed.

The new RR's came into force with effect from 2003 but teachers with lower academic qualifications and without any teacher education qualification recruited before 2003 have been exempted from acquiring the prescribed qualifications. The primary school teachers and upper primary (middle) school teachers possessing academic qualifications lower than the prescribed ones have been deemed to be possessing the requisite qualifications.

As per the District Information System for Education (DISE) data (2006-07) brought out by the National University of Educational Planning and Administration (NUEPA), 15.54% of elementary teachers (primary and upper primary school teachers) have below secondary level of education, that is, they are under-matriculates or middle pass. Another 28.86% teachers are matriculates. Thus, 44.4% teachers working in primary and upper primary (middle) schools are not higher secondary (+2) pass, which is now the minimum academic qualification prescribed for the position, and, therefore, they are not eligible to join the D.T. Ed. course in the District Institutes of Education and Training (DIETs). The latest data compiled under the SSA in 2008 also reveals that at the elementary stage, 11.3% and 26.6% teachers are under-matriculates and matriculates respectively.

A multi-pronged strategy shall have to be devised to address the problem of underqualified teachers. However, the contributions of such teachers in the spread of education and literacy in the State need to be acknowledged as they had joined the Department of Education when even matriculates were not available for the teaching jobs.

*The Commission recommends the State Government should adopt the following strategies to address the problem of under qualified teachers:*

- (i) A special Voluntary Retirement Scheme (VRS) be devised with suitable incentives for the teachers who shall opt for the scheme. The incentives may include payment of full salary for the remaining period of service, and full pension benefits. A Task Force comprising Human Resources (HR) professionals, finance experts and officers dealing with service matters may be set up to work out the details of the scheme. However, before the finalization of the scheme, representatives of teachers ought to be consulted.*
- (ii) The scheme should be made compulsory for the under-matriculate teachers but it could be made optional for the teachers who are matriculates. However, the teachers not opting for VRS should be required to pursue higher secondary education through the Open Distance Learning (ODL) system. In addition, they should be required to attend at least two short-term teacher education programmes in DIETs during vacation. Such teachers should be posted in Primary schools or in Primary sections of upper primary (Middle) schools or even could be attached with the offices of the Sub-Divisional Education Officers (SDEOs). The possibility of offering them alternative employment in the Department of Education could also be explored for which suitable posts need to be identified.*
- (iii) The responsibility for developing Training Modules in different areas of primary school curriculum may be entrusted to the DIETs and the District Resource Centres (DRCs). Generally, primary teacher education programmes like D.T.Ed. aim at preparing teachers for teaching all areas of primary school curriculum but such teachers who are in the department for a very long time may find it difficult to prepare themselves for teaching subjects like science, mathematics, English, and Hindi. Therefore, DIETs should design Training Modules to equip such teachers for teaching curricular areas like Mizo language, EVS (social studies), physical education or work education.*

#### **8.4 Untrained Teachers**

As per the NCTE's regulations, a teacher at any stage of education should possess relevant teacher education qualification in addition to the prescribed academic qualifications. In the case of primary and upper primary (middle) school teachers, the prescribed teacher education qualification is D.T. Ed. of 2-year duration, while in the case of secondary and higher secondary stage, the prescribed professional qualification is Degree in Education, that is, B.Ed. In the case of upper primary (middle) school teachers, the professional qualification could either be D.T. Ed. or B. Ed.

The data presented in Table 8.3 reveals that at the elementary stage, 30.3% teachers are not professionally trained. At the high school and higher secondary stages, the percentage of untrained teachers is 59.1% and 69.6% respectively. All out efforts need to be made to realize the goal of having 100% professionally trained teachers for which the following points need to be considered:

- (i) As per the RRs notified by the Government of Mizoram in 2003, teacher education qualification is an essential qualification for the recruitment of primary, upper primary (middle) and high school teachers. But it has been brought to the notice of*

the Commission that untrained teachers have been recruited even after the Notification of the RRs by giving relaxation to the candidates in this connection. This has affected the demand for the D.T. Ed. programme of 2-year duration offered in DIETs. It is quite natural that many students will not like to undergo a teacher preparation programme of two years if they can get teacher's job right after passing higher secondary examination.

The Government of Mizoram deposes untrained elementary teachers to undertake a condensed D.T. Ed. programme of 1-year duration in the DIETs. Likewise, high school untrained teachers are deputed for the B. Ed. programme in the College of Teacher Education (CTE). The deputed teachers continue to receive their full salary during the period of their training but substitute teachers are not provided to the schools in place of the deputed teachers. The shortage of teachers in schools adversely affects the studies of students, because of their being on deputation.

In view of the situation explained above, *the Commission recommends the following strategies to address the problem of untrained teachers:*

- (i) *In future, all appointments of teachers should be made strictly in accordance with the RRs and in no case relaxation should be granted for making appointments on regular basis. However, if it becomes necessary to recruit untrained teachers, it should be done purely on temporary basis for a very limited period.*
- (ii) *The untrained teachers may either enroll themselves in the D. Ed. and B. Ed. programmes through distance mode. Alternatively, the CTE and Mizoram University should develop a multimode B.Ed. programme, which may include students' participation in personal contact programmes home study, project work and practice teaching. The details of this type of programme are discussed in Chapter 7: Educating Teachers.*
- (iii) *In the case of higher secondary school teachers, B. Ed. should also be made an essential qualification. However, in view of non-availability of trained post-graduates in adequate number, relaxation may be granted for a period of five years but thereafter the recruitment of untrained post-graduates should be totally stopped. However, the RRs must include a condition that untrained teachers, if selected, shall be entitled for annual increment only after they acquire the B.Ed. degree through distance mode or through the proposed multimode B.Ed. programme.*

## **8.5 Teacher Recruitment Policy**

The RRs for the posts of primary, upper primary (middle), high school and higher secondary teachers framed in the year 2003 specify the academic and professional qualifications for different categories of teachers which are, by and large, in tune with the qualifications incorporated in the NCTE's Notification of 2001. As per these rules, a primary school teacher must be higher secondary pass with Diploma in education of at least 2-year duration, an upper primary (middle) school teacher must be a graduate with D.T. Ed. or B.Ed., while a high school teacher must be a graduate with B.Ed. degree. *Prima facie* the prescribed qualifications appear to be in order but implementation of the rules has resulted in the recruitment of a greater number of Arts graduates due to the inadequate supply of science graduates. It has been observed that in many cases the teachers are hardly qualified to teach the subjects assigned to them. The situation is indeed serious in the case of subjects like English, Science and Mathematics as all Arts graduates may not be competent to teach these subjects at the upper primary (middle) or high school stages.



At the primary level, teachers are expected to teach all curricular areas and during their pre-service training in the D.T. Ed. programme also they are prepared to teach all areas of primary school curriculum, therefore, the creation of a post like 'Primary School Teacher', is in order. But at the upper primary (middle) stage, where the subject boundaries become sharp and the prescribed curriculum becomes more demanding, a teacher is competent to teach only one or two subjects. This is equally true for the high school stage. In the absence of the creation of subject-wise posts, a serious mismatch between the teachers' own subject background and the subjects assigned to them in schools, has crept in.

*The Commission recommends that subject-wise posts for upper primary (middle) school and high school teachers like TGT (Science), TGT (Mathematics), TGT (Social Sciences), TGT (English), TGT (Mizo language), TGT (Physical Education), TGT (Hindi), TGT (Visual Arts), TGT (Performing Arts), etc be created. However, a teacher should be required to teach one more subject in addition to the subject for which he/she is recruited provided the teacher has studied the second subject at the graduation level or as a methodology subject in the teacher education programme.*

The academic qualifications for each post shall have to be prescribed separately. For example, the following academic qualifications could be prescribed for the following posts:

- (i) *TGT (Science)*: B.Sc. (Hons) in Physics/Chemistry, Biology/Zoology or B.Sc. (Pass Course) with 2/3 science disciplines.
- (ii) *TGT (Maths)*: B.Sc. (Hons) in Mathematics or B.Sc. (Pass Course) with Maths as one of the Electives.
- (iii) *TGT (Social Sciences)*: B.A. (Hons) in History or Geography or Political Science or Economics or B.A. (Pass Course) with 2-3 Social Sciences as Electives.
- (iv) *TGT (English)*: B.A. (Hons) in English or B.A. (Pass Course) with English as an Elective.
- (v) *TGT (Hindi)*: B.A. (Hons) in Hindi or B.A. (Pass Course) with Hindi as an Elective or any other examination recognized as equivalent to the graduation degree in the subject.
- (vi) *TGT (Mizo language)*: B.A. (Hons) in Mizo or B.A. Pass course with Mizo as core or elective course
- (vii) *TGT (Physical Education)*: B.P. Ed.
- (viii) *TGT (Visual Arts)*: Bachelor of Fine/Visual Arts (BFA) or graduates with Painting/ Fine Arts as electives, as an interim measure.
- (ix) *TGT (Performing Arts)*: Graduation with Music/Dance as electives or any other qualification recognized as equivalent to graduation, as an interim measure.

The creation of subject-wise posts shall ensure availability of teachers for all subjects and shall also overcome the existing imbalance with regard to the subject background of teachers.

## **8.6 Encadrement Policy**

At present, as already mentioned, in Mizoram there are four cadres of school teachers, that is, primary teacher, upper primary (middle) school teacher, high school teacher and higher secondary teacher. The qualifications prescribed for the upper primary (middle) school teachers and high school teachers are the same but teachers recruited for upper primary (middle) schools cannot be posted in high schools because of rigid compartmentalization of the schooling system. Likewise, high school teachers have to remain confined to the high school stage. Because of division of teachers into mutually exclusive segments, promotional avenues for teachers of different

cadres are very limited as primary school teachers are not promoted as upper primary (middle) school teachers even if they possess the qualifications of an upper primary (middle) or High school teacher. Likewise, high school teachers cannot be promoted as higher secondary teachers even if they possess Master's degree.

In many other States, there are only three cadres of teachers, namely, Primary Teachers (PRT) Trained Graduate Teachers (TGTs), and Postgraduate Teachers (PGTs) or school lecturers. The nomenclatures of these cadres differ from State to State. However, the above mentioned nomenclature is prevalent in the Central Board of Secondary Education (CBSE) affiliated schools including Kendriya Vidyalayas (KVs) and Jawahar Navodaya Vidyalayas (JNVs).

It is necessary to provide more opportunities to teachers for upward mobility in the profession and to loosen the rigid boundaries between different segments of school education.

*The Commission recommends that there should be only three cadres of teachers namely PRT, TGT and PGT (Lecturer) for which the cadres of upper primary (middle) school teachers and high school teachers be merged together and a unified cadre of TGTs be established. The PRT cadre should also include ECCE teachers. The headmasters, and teachers should be provided opportunity for upward mobility from a lower cadre to higher cadre by fixing a certain percentage of positions in the higher cadre for the teachers of the lower cadre.*

## **8.7 Contract Teachers**

During its interaction with teachers of Government and Government-aided schools and colleges, the Commission found that a sizeable number of teachers in these institutions are employed on contractual basis against regular positions, on consolidated honorarium, which is considerably less than the emoluments payable to the regular teachers. The number of contract teachers has increased during the past few years because of the 'ban' imposed on filling of vacant posts. Although the education sector and the health sector are exempt from 'ban' on new recruitments or filling up of vacant posts, but the said ban in Mizoram has not been lifted. Moreover, contractual appointments in place of regular ones help the State Government to overcome financial constraints to some extent.

The contract teachers are as qualified as are the regular teachers. This arrangement on the one hand violates the principle of 'equal pay for equal work' and on the other it creates feelings of uncertainty and instability in the minds of contract teachers. The Commission was informed that such teachers have to be regularized if they serve the department for seven years in the capacity of contract teachers. This means contract teachers gain entry into the regular service through an alternative route which may not be as rigorous and systematic as is followed in the case of regular appointment.

*The Commission recommends in the case of education department, the ban on new recruitments and also recruitment against vacant positions should be immediately lifted and the practice of contractual appointment of teachers should be stopped except in exceptional circumstances.*

## **8.8 Streamlining Recruitment Process**

At present, the Mizoram Public Service Commission (MPSC) and specially appointed Selection Committees at different levels are responsible for the selection of college teachers, education officers, school Heads, SCERT staff, DIETs staff and school teachers. In the case of private aided and unaided schools, separate Selection Committees are constituted with

representation from the school managements and State Department of Education. As the MPSC is responsible for selecting personnel for all departments of the State Government and the members of Departmental Promotion Committees (DPCs) are pre-occupied with numerous administrative responsibilities, the process of teachers' selection many a time gets delayed. The Department of Education in the State Government is the biggest department with the highest number of highly qualified educational personnel at different levels, for the recruitment of which, the selection process has to be organized on a continuing basis. It is felt that such a process can be organized through a dedicated and standing mechanism.

*The Commission recommends that a Cell within MPSC should be established to handle recruitments for the Department of Education.*

The Cell may have the following functions:

- (i) Selection of teachers and Heads of Schools and Colleges.
- (ii) Selection of Academic staff for CTE, DIETs, SCERT, MBSE and Mizoram Hindi Training College.
- (iii) Selection of CEOs, SDEOs and DEOs.
- (iv) Selection of Professional staff for Vocational and Technical education institutions.
- (v) Conduct of competitive examination for Mizoram Education Service (MES), if constituted.
- (vi) Conduct of State Level Eligibility Test for college teachers.

The Education Cell in the MPSC should organize its work in such a way that panels of selected candidates in all subjects for all levels are always available with it so that it is able to readily recommend candidates to the concerned authorities. The Cell may also entertain the request of private aided and unaided schools for the supply of panels of selected candidates for their consideration.

## **8.9 Shortage of Science and Mathematics Teachers**

In Mizoram, there is an acute shortage of qualified science and mathematics teachers both at the upper primary (middle) and high school stages. At the primary stage, a sizeable number of teachers are matriculates or under-matriculates. Even amongst the higher secondary (+2) pass teachers, a majority are from the Arts stream, who had studied science and mathematics upto Class X only. Even the upper primary (middle) school teachers, who are graduates in Arts, might have studied science and mathematics upto Class X only, and, therefore, they find it difficult to teach these subjects in Classes VI and VII.

The shortage of science teachers is no doubt linked with the teacher recruitment policy presently in force, but its genesis lies in the poor quality of science and mathematics education at the upper primary (middle) and high school stages due to which only a small proportion of students offer science stream at the higher secondary stage. In the year 2008, out of 6,420 students who appeared in the higher secondary examination, only 1,423 students (22.17%) and in the year 2009, out of a total of 7,547 only 1,700 students (22.53%) offered science stream. The pass percentage at the Board examination in the science stream is around 60%, which means around 1,000 students pass the higher secondary examination with science subjects. These students, if they decide to pursue higher studies, get diversified into several science based streams like engineering, medical and paramedical courses, B.Sc. and BCA in colleges, and technical education institutions. A very few students opt for D.T.Ed. programme in the DIETs. The students who finally complete the B.Sc. programme have the option to pursue Master's level courses in sciences, computer applications or the B.Ed. programme.

*The Commission recommends the following strategies should be adopted to ensure the continuous flow of well qualified science and mathematics teachers into the system.*

- (i) *At least 50% strategically located higher secondary schools and undergraduate colleges should be identified for the introduction of science stream. As far as possible, such schools and colleges should be spread all over the State with at least one school and one college in every district. However, the number of schools and colleges in a district should be in proportion to the student population at the high school and higher secondary stage respectively. In addition to qualified science teachers and well equipped science laboratories, the identified schools and colleges must have separate hostels for boys and girls to provide free accommodation to out-station students.*
- (ii) *In the D.T.Ed. and B.Ed. programmes, 20% seats should be reserved for the science students. However, the percentage of reservation should be gradually increased every year so as to reach 50% within a period of 2-3 years. Besides a monthly stipend of Rs.500 to Rs.1,000/-, such students should be provided employment at appropriate level in the Department of Education immediately after the completion of the teacher education programme.*
- (iii) *The State government should formulate a scheme for the promotion of science and mathematics education in schools and colleges, for which annual budget should be earmarked. The scheme should have provision for annual grants to all upper primary (middle), high and higher secondary schools and colleges where facilities for science education are available. The grants should be meant for the procurement of science equipments and materials.*
- (iv) *The posts of Laboratory Attendants should be created for higher secondary schools to give boost to practical aspects of science teaching.*
- (v) *The teachers posted in difficult areas (D category) should be given special incentives like House Rent Allowance (HRA) and difficult area allowance.*

### **8.10 Shortage of Hindi Teachers**

In Mizoram, the study of Hindi is introduced in Class III and is continued upto Class VIII as a compulsory subject. The private aided as well as unaided schools follow the same policy. *However, as per information furnished by the Directorate of School Education, teaching of Hindi in government schools has been stopped due to non-availability of qualified Hindi teachers.* In primary schools, teachers with D.T.Ed. qualification from the DIETs may not be in a position to teach Hindi in primary and upper primary classes because a majority of them had studied Hindi upto Class VIII only. In upper primary (middle) and high schools, Hindi teachers must be graduates with Hindi along with B.Ed. in Hindi. The Mizoram Hindi Training College offers *Shikshan Parangat* programme of 1-year duration, which is recognized as equivalent to B.Ed. degree. The college also offers *Shikshan Praveen* Programme after higher secondary with Hindi as an elective subject, which is recognized as equivalent to D.T.Ed. programme. The annual intake of these two programmes is 50 and 30 respectively but the seats are seldom filled as students with requisite qualifications are not available.

At the high school stage, the students have to study one Modern Indian Language (MIL) as a compulsory subject. In the year 2009, out of 12,504 students only 221 students offered Hindi but only 155 students could pass the examination. At the higher secondary stage, Hindi is not in the list of electives. The facilities for teaching Hindi as a core language exist in only two higher secondary schools as only two posts of Hindi PGTs have been sanctioned by the Government. In order to

augment the supply of qualified Hindi teachers, the number of students studying Hindi at the higher secondary and undergraduate stage shall have to be increased.

*The Commission recommends the following in order to overcome the shortage of qualified Hindi teachers.*

- (i) *As part of three language formula, Hindi should be taught as a compulsory subject upto Class X, for which the syllabi and textbooks should be specially designed in sync with the ethos of the Mizo society. The MBSE may initiate the necessary steps for its introduction at the high school stage.*
- (ii) *Hindi should be included as an elective subject in the higher secondary curriculum. It should be possible for students to take up Hindi as one of the electives in addition to the study of one MIL as part of core curriculum.*
- (iii) *To begin with, at least 20% higher secondary schools and degree colleges should make provision for the teaching of Hindi as an elective subject, for which the Mizoram Government should create an appropriate number of posts of Hindi PGTs for higher secondary schools and Hindi lecturers for degree colleges.*
- (iv) *The teacher trainees pursuing Shikshan Parangat (B.Ed.) and Shikshan Praveen (D.T.Ed.) programmes in the Mizoram Hindi Training College should be interviewed during the period of training for regular appointment in the Department of Education so as to enable them to join their duties immediately after completion of the course.*

## **8.11 Professional Development of Teachers**

Like any other professional, a teacher has to continuously strive to upgrade his/her professional competencies, failing which he/she may become irrelevant in view of the ever changing demands of the teaching profession. It is the duty of the State government to create necessary facilities and conditions for continuing professional development of teachers. In-service education of teachers organized by specialized institutions is the most popular and common mode of teachers' professional development. The strategies for the professionalization of in-service education are discussed in detail in the *Chapter 7: Educating Teachers*.

In addition to institutionalization of teachers' in-service education, *the State Government should formulate a scheme with multiple provisions for the continuing professional development of school and college teachers for the implementation of which a separate budget head may be created in the budget of the Department of Education. The scheme may have provisions for study leave, grants for participation in seminars, etc. and study visits.*

A few suggestions regarding these provisions are given below:

### **8.11.1 Study Leave**

A teacher after confirmation should be eligible for the study leave of 1-2 years for undertaking research leading to the award of M.Phil/Ph.D/D.Litt degree of recognized university. The study leave may be granted on the recommendation of the Study Leave Committee which may be constituted by the Department of Education. The Department may frame and notify comprehensive rules for the administration of the scheme. The rules must incorporate provisions for the recruitment of temporary teachers against the positions vacated by the teachers proceeding on study leave.

### 8.11.2 *Participation in Seminars/Conferences, etc.*

A number of national and state level institutions organize seminars and conferences for which invitations are received from the host institutions. The Heads of institutions should have the powers to depute teachers for participation in such programmes if the travel and other expenses are to be borne by the host institutions. The Department should also provide travel grants to the teachers who have been invited to present a paper during the seminar or the conference. The department may frame and notify rules concerning the conditions and procedure for the receipt of applications and sanction of travel grant.

### 8.11.3 *Study Visits*

The State Department of Education should formulate a scheme for sponsoring teachers to undertake study visits to relevant educational institutions in different parts of the country. The study visits may be undertaken by teachers individually or in groups. The Department may also organize a conducted educational tour separately for school and college teachers. The department may tie up with reputed institutions in advance, to facilitate sharing of experiences with the teachers of the host institutions. The Department should frame rules specifying the conditions and procedures for the organization of study visits.

*The Commission recommends that in order to ensure implementation of the teachers' professional development scheme, a modest sum of Rs.50 lakhs should be provided every year in the budget of the Department of Education to cover expenditure on the salary of contract teachers hired against the teachers proceeding on study leave, travel grants for participation in seminars, etc. and for the organization of study visits.*

## **8.12 Teachers' Welfare Fund**

It is always possible that some teachers in their life may find it difficult to meet the exigencies of life on their own due to some special circumstances. In recognition of their services, they deserve to be bailed out by the society in their hour of distress. With this end in view, the Department of Education has established a Teachers' Welfare Fund with annual provision of Rs.50 thousand out of which the state contributes Rs.5,000/- to the National Teachers' Welfare Fund maintained by the Union Ministry of Human Resource Development. *As per the information furnished by the Directorate of School Education, the fund is not utilized by teachers which may be due to lack of awareness about the existence of the fund.* The details of the scheme, such as objectives, eligibility to benefit from the scheme, and mode of operationalization, should be notified for the information of the teaching community. Some of the details of the scheme may be as under:

#### (a) *Objectives*

- (i) To provide financial assistance to the teachers to meet expenses on medical treatment in the case of serious ailments.
- (ii) To provide financial assistance to the teachers to discharge some of their social obligations.

#### (b) *Eligibility*

- (i) Serving teachers, who have completed at least 10 years of service in government, aided or unaided schools.

(ii) Teachers who have retired from the government, aided and unaided schools.

(c) *Management of the Scheme*

A Committee may be constituted by the Director of School Education under the Chairmanship of a Joint Director. Besides the Chairman, the Committee should have two other members – an eminent citizen and a representative of one of the teachers' unions. The Committee should fix the priorities for granting financial assistance. The teachers suffering from serious ailments, senior citizens, and single women need to be given preference for the grant of financial assistance.

*The Commission recommends that Teachers' Welfare Fund may be established with an initial corpus of Rs.5 lakhs with an annual contribution of Rs.50 thousand. The fund should be non-lapsable, that is, the funds unutilized during a year should be carried forward for utilization during subsequent years.*

### **8.13 Retirement Benefits**

Like other Government servants, Government school teachers in Mizoram also are entitled to a number of retirement benefits like superannuation pension, gratuity, leave encashment, etc. The teachers working in aided schools receive full salary at par with their counterparts in government schools but they are given no retirement benefits, not even Contributory Provident Fund (CPF) as the government does not provide grant to the private aided schools for this purpose and the schools are not in a position to give these benefits from their own resources. It is indeed a grave injustice to the teachers who do not get provident fund and gratuity to support their family during their old age.

*The Commission recommends that the State Government should make adequate provision in the budget of the Department of Education for the payment of either pension or CPF and gratuity to the teachers of government aided schools. Alternatively, the schools should be granted permission to charge Development Fund from the pupils and some percentage of the Fund may be earmarked and parked in a separate account for the payment of retirement benefits. Besides gratuity, management's contribution towards CPF may be made out of the funds parked in the separate account.*

The teachers working in the unaided schools suffer from many disadvantages. Not to speak of retirement benefits, they do not even receive the salary at par with the salary of government school teachers. The unaided schools charge fees from the students but even then do not pay full salaries to the teachers. But they should shoulder the responsibility to pay adequate compensation to the teachers for which they should mobilize additional resources for various sources.

*The Commission recommends that the following provisions should be incorporated in the conditions of recognition of unaided schools in order to protect the teachers against exploitation.*

- (i) *The school management shall pay salaries and allowances to the teachers on the pattern of government school teachers.*
- (ii) *The school management shall make provision for the payment of CPF/EPF and gratuity to the teachers as per rules of the State government.*

## 8.14 Staff Quarters

The twin problems of the shortage of teachers and teacher absenteeism, specially in rural areas, are responsible to a large extent for the poor quality of education and thereby for the non-realization of the goals of education. The reasons of these two problems are well-known and have been highlighted in numerous studies conducted under the SSA. The reasons include non-availability of qualified teachers in the local community and lack of motivation on the part of outstation teachers due to unfavourable working conditions such as non-availability of proper accommodation in the neighbourhood, poor connectivity and inadequate transport facilities between their place of stay and place of posting. In order to facilitate teachers' stay at the place of their posting and to save them from the hassles of daily commuting, it would be desirable to make a provision for the staff quarters in the neighbourhood of the schools.

*The Commission recommends that the Village Council should provide land and the School Managing Committee (SMC) should mobilize funds for the construction of staff quarters. The School Development Plan to be prepared by the SMC must include the provision for the construction of staff quarters alongwith the provision for additional classrooms, laboratories, workshops, playgrounds, etc.*

Alternatively, a housing complex could be developed at the sub-divisional headquarter to provide residential accommodation to the teachers who do not have their own accommodation in or around the town. The Transport Department of the State Government may place a few buses at the disposal of the Department of Education for the use of teachers to commute from the sub-divisional headquarters to their schools and back. The same buses can be used by the students to commute from their villages to their high/higher secondary schools or colleges situated in the town. Incidentally, the bus service can also be availed by the CEOs going to schools for inspection. The state PWD should improve the condition of roads and maintain them properly throughout the year to facilitate hassle-free travel of the students and teachers.

In short, the synergic relationship among the Department of Education, Transport Department and Public Works Department (PWD) can solve many problems including low attendance and high dropout rate of students, teacher absenteeism, teacher motivation, teachers' reluctance to work in rural areas, etc.

## 8.15 Grievance Redressal

In Mizoram, more than 20,000 teachers are working in government primary, upper primary (middle), high, and higher secondary schools. In addition, the number of teachers in colleges and private schools is also quite sizeable. The teachers have formed a number of Associations or Unions to safeguard their interests and to secure better service conditions by resorting to the methods of collective bargaining. However, during the course of performing their duties, they may have certain grievances which may adversely impact their morale or motivation. It is in the interest of the Department to address their grievance expeditiously so that they are in a position to put their heart and soul in their professional work.

The teachers' grievances may be of different types, such as

- (i) Grievances of individual teachers relating to rejection of study leave, earned leave, reimbursement of medical expenses, withdrawal from GPF, etc.
- (ii) Grievances of a section or group of teachers like English teachers, Primary teachers, Physical education teachers.
- (iii) Grievances of the teaching community as a whole.



*The Commission recommends that in order to redress teachers' grievances expeditiously, the Grievance Redressal Mechanisms should be established at the State level, district level and sub-division levels.*

*At the State Level*, a Grievance Redressal Committee may be set up under the Chairmanship of the Education Secretary. Two Directors of Education, two representatives of Teachers' Unions and two senior educationists of the State may be the other members of the Committee. The Committee should consider the grievances of the teaching community as a whole or those of a particular section of teachers. The Committee shall lay down broad guidelines for the kind of matters to be brought before it. The Committee shall not take up the grievances of individual teachers for consideration, as such issues need to be addressed at the district or sub-division levels.

The District Grievance Redressal Committee may comprise two eminent educationists, two Principals of Colleges and Higher Secondary Schools and two representatives of Teachers' Unions with D.E.O. as the Convenor, and District Magistrate as the Chairman. The Committee shall take up individual grievances of college and high/higher secondary teachers. The Sub-Divisional Grievance Redressal Committee may be constituted on the pattern of District Committees and should consider the grievances of primary and upper primary (middle) school teachers.

Regarding suspension, demotion, dismissal from service, or imposition of penalties, redressal mechanism are in-built in the Civil Service Conduct Rules. Likewise, in the case of transfers also, redressal mechanisms are prescribed in the relevant rules. The status quo may be maintained in such matters.

*The Commission recommends that for the proper operationalization of the Grievance Redressal Mechanisms, the State Government should frame rules for the constitution of State, District and Sub-Divisional Grievance Redressal Committees specifying their composition, jurisdiction, and functions.*

## **8.16 Teacher Organizations**

In a democratic polity, citizens have a right to form associations in furtherance of their interests. The International Labour Organization (ILO) recognizes the right of all workers including teachers to form Unions or Associations to safeguard and promote their interests. In India, school and college teachers have Unions in all the States, which are affiliated at the national level with one of the following:

- (i) All India Federation of Primary Teachers' Unions
- (ii) All India Federation of Secondary Teachers' Unions
- (iii) All India Federation of College and University Teachers' Organizations

There is also an All India Association of Teacher Educators working in Elementary and Secondary teacher education institutions.

In Mizoram, there are 14 Teacher Associations out of which the following 7 are registered as well as recognized by the Department:

- (i) Mizoram Primary School Teachers' Association (MPSTA)
- (ii) Mizoram Middle School Teachers' Association (MMSTA)
- (iii) Mizoram Secondary School Teachers' Association (MISSTA)
- (iv) Higher Secondary School Lecturers' Association of Mizoram (HSSLAM)

- (v) Science Teachers' Association of Mizoram (STAM)
- (vi) Mizoram High School Hindi Teachers' Association (MHSHTA)
- (vii) Mizoram Middle School Hindi Teachers' Association (MMSHTA)

The Commission has observed that Teachers' Associations in Mizoram are very active and vigilant but they are divided into many small segments often with conflicting interests. The Associations are often preoccupied with their narrow interests and, therefore, they are unable to think of the welfare of the entire teaching community. The Commission is of the view that school teachers in Mizoram should organize themselves in only three Associations, namely, Primary Teachers' Association, Secondary Teachers' Association, and Private Schools Teachers' Association. Likewise, there can be one Association of College Teachers in the State.

*The Department of Education of the State Government should frame rules for the recognition of Associations. The criteria for the recognition may include the eligibility for membership, objectives, Constitution or Memorandum of Association, registration under an appropriate Act, regular election of officer bearers in accordance with the provisions of the Constitution. The recognized Associations should have the privilege to nominate their representatives as members of the State Advisory Board of Education (SABE) and Grievance Redressal Committees at different levels.*

The teachers should also have the freedom to form Academic Associations to improve the quality of education in specific curricular areas like English, Science, Mathematics, Physical Education, etc. These Associations should contribute in the modernization of the curriculum and textbooks in their respective areas and should also strive for continuing professional development of their members. The State education department should make provision for giving grants to the Associations for the organization of seminars, conferences, orientation programmes, etc. for which detailed rules may be framed and notified. The grants may be made available out of the budget earmarked for 'Teachers' Professional Development'.

### **8.17 Code of Professional Ethics for Teachers**

Teaching is now being recognized as a profession like the profession of doctors, accountants, lawyers, etc. The knowledge base of a profession is quite wide and the persons intending to enter the profession need preparation for sufficiently long duration. Above all, a profession has to be self regulatory, that is, it has to have an internal locus of control. In other words, the conduct of its members has to be regulated by the profession itself through its representative bodies.

The National Policy on Education (NPE) (1986) stated that in order to raise the status of teaching profession, a code of professional ethics shall be evolved with the help of teacher organizations, who shall also ensure its observance by the teachers.

In pursuance of the recommendation of the NPE-1986, NCERT, in collaboration with Teacher Federations developed a Code of Professional Ethics for teachers in 1997, which was subsequently formally adopted by the All India Federations of Primary and Secondary School Teachers. A copy of the Code of Professional Ethics developed by the National Council of Educational Research and Training (NCERT) jointly with All India Primary Teachers' Federation (AIPTF), All India Secondary Teachers' Federation (AISTF) and All India Federation of Educational Associations (AIFEA) is given at **Annexure 8.1** and the Report of the Task Force on Code of Professional Ethics for University & College Teachers developed by the All India Federation of University and College Teachers Organizations (AIFUCTO) is given in **Annexure 8.1A**.

At the instance of the Ministry of Human Resource Development (MHRD), Government of India, the National Council for Teacher Education (NCTE) has appointed an Expert Committee to re-examine the above-mentioned Code of Professional Ethics for School teachers in the light of the relevant provisions contained in the *Right of Children to Free and Compulsory Education Act, 2009* and to suggest a new 'Code' for adoption and implementation in the country. The new 'Code' is likely to be published by the NCTE in the near future.

*The Commission recommends that the State Government should appoint an expert group to examine the Code of Professional Ethics for teachers developed by the NCERT and modify it in the light of the RTE Act 2009 in consultation with the representatives of teacher organizations. The modified version may be submitted to the State Advisory Board (SABE) for consideration and approval. It is further recommended that at the time of initial recruitment of teachers, the 'Code of Ethics' should be included in the offer of appointment, and the teacher should be required to furnish an undertaking to the effect that he/she would follow the 'Code' in letter and spirit.*

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## CHAPTER 9

### REJUVENATING HIGHER AND PROFESSIONAL EDUCATION

#### 9.1 The Context

In Mizoram, the higher secondary stage of education, which is the feeder stage for higher and technical education, turns out a small number of graduates every year. During 2008-09, only 4,321 students (2,203 boys and 2,118 girls) passed the higher secondary examination of the Mizoram Board of School Education (MBSE). The successful students included 3,124 Arts, 992 Science and 205 Commerce students. In addition, 1,409 students passed higher secondary through a special examination. Thus, 5,000-6,000 students annually are eligible to pursue higher education (general as well as professional) in the State. It is estimated that about 0.04% of the Mizo students in the relevant age group of 18-23, access higher education outside the State.

The State government spends approximately 1% of its Gross Domestic Product (GDP) on higher education. The Gross Enrolment Ratio (GER) for higher education in the state is 11.66% which compares favourably with the National GER of 11.55%.

The current status, concerns and future directions in different segments of higher and professional education in Mizoram, are discussed in the following sections.

#### 9.2 Undergraduate Education

There are 28 institutions in Mizoram providing undergraduate education in various streams and disciplines leading to Bachelor Degree. All these institutions are affiliated to the Mizoram University (MZU). The number of institutions per 1,00,000 population is 3.4. The list of institutions giving details about the student strength, number of teachers and subjects offered is given in **Annexure 9.1**.

Out of the 28 institutions, one (Pachunga University College) is a constituent college of the MZU, 24 are State Government Colleges, two are funded by the Central Government and one is a Private College.

Out of the 28 institutions, only 5 institutions are providing professional education and the remaining 23 offer general education programmes like B.A., B.Sc., and B.Com. The number of colleges offering B.A., B.Sc., and B.Com programmes is 22, 6, and 4 respectively. The Professional Education institutions include one Law College, one College of Teacher Education, two Paramedical and Nursing Institutions and one Department of Electronics (DoE) College offering BCA and MCA programmes. The data given above reveals that the B.A. programme is offered in almost all the colleges of general education, while the B.Sc. programme is offered in 25% and the B.Com in 20% institutions only. The inadequate provision for science and commerce education at the undergraduate level leads to insufficient availability of science and commerce graduates for admission to postgraduate courses in sciences, management and commerce and also to the B.Ed. course.

There are quite a few issues and concerns in general education, which the Commission has addressed during the course of its deliberations. Some of the issues are:

### 9.2.1 Access and Equity

As far as access to higher education is concerned, there are no issues related to discrimination against disadvantaged groups such as Scheduled Castes (SCs), Scheduled Tribes (STs), Other Backward Classes (OBCs), Minorities or Women. The current enrolments are broadly proportionate to their population. However, there is need to enhance the GER to 20%, which is considered as the minimum threshold level. There are sufficient number of first degree colleges to accommodate the enhanced enrolment but the major problem at present seems to be the availability of very small number of students eligible for admission. The number of students eligible for pursuing undergraduate programmes of various types needs to be enhanced by improving enrolments and success rate at higher secondary stage by provision of

- incentives,
- diversification of courses,
- organization of remedial programmes for weaker students and
- improvements in infrastructure and manpower.

It has also been observed that many students who enrol in the undergraduate programmes discontinue their studies at the end of first year or second year of the 3-year programmes. There is need to identify potential dropouts and provide them the required support in the form of remedial coaching, provision of books and other additional reading material, guidance services, etc.

### 9.2.2 Institutional Viability

The general education colleges include 22 Colleges run by the State Government and one Private College. The number of students enrolled in the 3-year Bachelor Degree programmes in the year 2008-09 range between 23 and 1,337. The lowest number 23 is in the private college at Lunglei which has been established very recently and is presently running only BCA and B.Com programmes. The highest number 1,337 is in the Pachhunga University College Aizawl, the oldest College in the State, established in 1958. From the stand point of students' enrolment, the colleges can be categorised as under:-

**Table 9.1: Categorization of Colleges in Terms of Enrolment**

Enrolment	Number of Colleges	Average Number of Teachers
Above 1000	2	70
400 – 1000	3	33
200 – 400	4	38
100 – 200	7	38
Less than 100	8	21

The number of teachers deployed in a College depends both on the students' enrolment and the number of subjects offered as areas of study. The institutions with sizeable student population can afford to employ more teachers, make provision for the teaching of more subject areas and provide better infrastructural and instructional facilities.

The students' low enrolment in colleges may be due to several reasons such as

- inadequate presence of eligible students in the catchment area,
- not so good reputation of the College,

- poor infrastructural and instructional facilities,
- non-provision of a variety of courses in different streams.

The demand for higher education has increased during the past few years but a majority of students would prefer to seek admission in colleges at others places offering subjects of their choice. For example, seven Government Colleges with less than 100 students' enrolment are offering only Arts stream with 4-8 elective subjects.

The undergraduate colleges are located in all parts of the state. However, as many as 11 Colleges out of a total of 22 Colleges are located in Aizawl and Lunglei. The Commission is of the view that there is a need to bring about a paradigm shift in the provision of undergraduate education in the State. There is a need to enhance access to higher education but it need not be accomplished at the cost of quality. The unemployable graduates turned out by poor quality institutions mean not only wastage of resources but also frustration among the youth. *Instead of establishing small institutions at places having small catchment areas, it is better to establish bigger institutions at centrally located places with bigger catchment areas.* The students joining degree colleges are quite grown up and are in a position to commute from their place of residence to the town where the college is located. Instead of making huge investments for the establishment of unviable colleges at small places, the state government should pay more attention to improving the road connectivity and transport facility. Needless to say that bigger institutions are in a better position to provide better infrastructure and instructional facilities like library, laboratories, hostel accommodation, sports and games, cultural activities, etc. than the smaller institutions.

The Government of India have plans to set up 370 Model Colleges in low GER districts of the country. In this connection, the University Grants Commission (UGC) Committee set up for this purpose has recommended seven Model Colleges in the State in all the districts except Aizawl. The State government can take advantage of this opportunity to rationalise the number of colleges under its ambit.

*The Commission is of the view that each institution of higher education should have a critical mass of students as well as faculty and, therefore, it recommends that the State Government should appoint a Task Force to examine the viability as well as desirability of a college with students' enrolment of less than 200. Besides exploring ways and means to increase the students' enrolment by improving infrastructure and offering additional courses, the colleges found to be unviable should be merged with better functioning nearby colleges.*

### 9.2.3 Curricular Provisions

In Mizoram, undergraduate education is provided in four streams, namely, Science, Arts, Commerce and Computer Applications. In the Science, Arts and Commerce streams both Honours and Pass courses are offered. The Arts stream includes English, Mizo, Hindi, Education, History, Sociology, Psychology, Political Science, Economics, and Public Administration. Though, there is provision for teaching eleven subjects but in different colleges, the number of subjects taught varies from 4 to 9. The Science stream includes subjects like Physics, Chemistry, Botany, Zoology, Mathematics, Geography, Statistics, Biochemistry, Electronics and Home Science. However, Geology and Statistics are the two disciplines that are taught only in Pachhunga University College. Similarly, Home Science, Biochemistry and Electronics are taught only in Government Science College Aizawl. In the remaining four colleges, only five subjects, namely, Physics, Chemistry, Botany,

Zoology and Mathematics are taught. *A perusal of the curricular provisions mentioned above reveals that undergraduate education treads along a narrow track.*

*The curricular track at the undergraduate level should be broadened by way of introducing new subjects in the existing streams and also by introducing new streams. To begin with, vocal music, instrumental music, fine arts and physical education should be introduced as elective courses in the Arts stream. At a later stage, Physical Education, Fine Arts and Performing Arts could either be introduced as separate streams in the existing colleges or separate institutions could be set up in these areas.*

As the establishment of full-fledged College of Fine Arts, College of Performing Arts, College of Physical Education requires huge investments, *the Commission recommends that these institutions may be set up under Public Private Partnership (PPP) model. The infrastructure of the Colleges merged with other institutions could be utilized by the State Government to set up such institutions under its own control or could be handed over to the private education providers.*

#### 9.2.4 *Use of Information and Communication Technology*

In order to improve the quality of teaching and learning in colleges, the potential of Information and Communication Technology (ICT) needs to be exploited in a big way. A Computer Center and a broadband connection is a must in all the colleges. Edusat terminals have been set up in eight colleges to receive educational programmes broadcast over the Net and the MZU is in the process of making provisions for colleges to make use of its library resources under the National Mission on Education through ICT. Ministry of Human Resource Development (MHRD), Government of India has approved provision of 10 broadband connections in each college. The Bharat Sanchar Nigam Ltd. (BSNL) has been entrusted with the responsibility to provide the facility for which the MHRD and the concerned college shall be paying 75% and 25% of the cost respectively.

*The State Government should place sufficient funds at the disposal of the colleges enabling them to make timely payment of their share of 25% for the ICT facility under the National Mission on Education through ICT.*

#### 9.2.5 *Semester System*

At present, the MZU has prescribed year-wise syllabi for undergraduate courses and examinations are conducted annually. The students' performance is assessed in terms of percentage of marks obtained by them. The merits of the semester system vis-à-vis annual system and of the grading system vis-à-vis marks system have been discussed at length at various levels in the country. The Commission has not considered it necessary to examine the merits of semesterisation and grading system afresh.

*The Commission recommends the acceptance of academic and examination reforms, as mandated by the UGC, as well as their implementation in the State under the guidance of the Mizoram University. The University should organize orientation programmes for the college teachers in order to ensure their involvement in the implementation of the reforms.*

#### 9.2.6 *Institutional Planning*

The colleges should be required to develop Institutional Development Plans every year after proper assessment of the educational needs of their respective catchment areas.

The Development Plan of a college should present its vision of future growth, and proposals regarding introduction of new courses, additional faculty required, upgradation of library and laboratory facilities and further augmentation of infrastructure and sports facilities. The Directorate of Higher Education should decide the quantum of maintenance grant for each college after due appraisal of the demands raised by different institutions.

*The Commission recommends that the State Government should earmark at least 20% of its budget of higher education for the upgradation of infrastructural and instructional facilities in the colleges.*

#### 9.2.7 Sports

Instruction in academic disciplines like languages, social sciences, physical sciences and natural sciences alone does not constitute complete education as it is not sufficient for the holistic development of an individual. The universities and colleges are expected to promote sports and are often required to participate in inter-college and inter-university sports tournaments. There are scores of sports disciplines and it is not possible to make arrangement for all games and athletics in colleges. This is more so in Mizoram due to non-availability of playgrounds for major games because of hilly terrain. However, sports which require smaller playgrounds like volleyball, basketball, lawn tennis, badminton, weight lifting, wrestling, boxing, archery, shooting, kabaddi and other locally popular games can easily be organized in different colleges.

In order to promote sports culture in the colleges, *the Commission recommends that a sports department be established in each college with provision of sufficient funds for the purchase of sports equipments and materials. A post of Assistant Professor in Physical Education be created in each college for this purpose.*

#### 9.2.8 Library Services

The importance of a library in an educational institution can hardly be exaggerated. However, a library in the present times is not visualized as a place where a collection of books is available for the use of students and teachers. Instead, it is visualized as an academic resource which is continuously updated and is constantly utilized by the users, that is, students and teachers. A college library must be computerized and should be linked with other libraries in the State as well as outside the State. Besides the books and journals in print format, a library should be well stocked with books and journals in electronic format. In order to provide high quality professional services to the users, the library staff posted in colleges must be professionally qualified.

*The Commission recommends that Master's degree in Library and Information Science (M.Lib.Sc.) should be prescribed as the professional qualification for the appointment of a Librarian in a College. In addition, the posts of Library Assistants and Library Attendants, depending on the number of students and books in the College, should be created.*

#### 9.2.9 Faculty Recruitment and Deployment

Interaction with the faculty members of a few colleges revealed that a sizeable number of faculty positions in colleges are lying vacant for quite sometime. A large number of teachers have been hired on contract basis who are paid consolidated honorarium without allowances and other benefits. The anxieties and tensions arising out of uncertainty about



their future is likely to affect their performance adversely. The Commission also learnt that except one or two, colleges do not have regular Principals and, therefore, are being run by Acting Principals.

*The State Government should evolve an effective and functional mechanism for timely recruitment and deployment of teachers and Principals on a regular basis. In this connection, the Commission has recommended elsewhere in this report (Chapter 8: Teachers and Teacher Organizations) that the State Government should set up an Education Cell in the Mizoram Public Service Commission (MPSC) to organize the process of selecting educational personnel on a continuing basis. Besides conducting the Mizoram Education Service (MES) competitive examination, the Education Cell should be entrusted the responsibility to organize selection process for the recruitment of teachers and Heads of Institutions.*

#### 9.2.10 *Autonomy*

There is no doubt that an institution requires a great deal of academic and administrative autonomy, if it has to fulfil its objectives. While universities enjoy good degree of academic autonomy, colleges have to depend for everything either on the affiliating university or on the administrative department. The College Principals need to be delegated enough powers to make appointment of contract, full time or part-time teachers on time, for the upkeep and maintenance of institutional campus and for the timely purchase of the required materials and equipments.

*The Commission recommends that College Principals should be granted sufficient autonomy in academic matters and be delegated enough powers in administrative and financial matters.*

*The Commission recommends that the State Government should identify a couple of better functioning colleges and encourage them to submit proposals to the UGC under the scheme of Autonomous Colleges.*

#### 9.2.11 *Monitoring*

Out of 22 Colleges of General Education, 21 colleges are permanently affiliated to the MZU and only one private college has been granted provisional affiliation. All government-run colleges except one college at Chawngte are UGC recognized under section 2 (f) and 12 B. It has been brought to the notice of the Commission that most of the Colleges fall short of meeting the requirements of affiliation spelt out in the MZU Ordinance 0B-6. They suffer from low enrolment, inadequate number of teachers, inadequate maintenance grant, inadequate library facilities, classrooms, laboratories, hostel accommodation, and modern communication links. There is need to continuously monitor the functioning of Colleges for which the College Development Council (CDC) should be strengthened to play a pro-active role in this regard.

*The Commission recommends that the College Development Council (CDC) in the Mizoram University should ensure that every college establishes an internal quality assurance mechanism in accordance with the guidelines provided by it. The CDC should also conduct inspection of colleges on a regular basis and the State Government should take effective measures to make up the deficiencies, if any, pointed out in the inspection reports. Further, it should be made mandatory for the colleges to seek National Assessment and Accreditation Council (NAAC) accreditation as per the directives of the UGC.*

### 9.3 Postgraduate Education and Research

The postgraduate education and research is primarily the responsibility of the two universities in the State of Mizoram. Mizoram University, a Central University, was established in 2001 through an Act of Parliament. The Institution of Chartered Financial Analysts of India (ICFAI) University is a Private University which has been set up through the State Act in 2006.

The functioning of Mizoram University is regulated in accordance with the provisions of its Act, Statutes, Ordinances and Regulations. As per the Act, “the objects of the university shall be to disseminate and advance knowledge by providing instructional and research facilities in such branches of learning as it may deem fit, to make provisions for integrated courses in humanities, natural and physical sciences, social science, forestry and other allied disciplines in the educational programmes in the university, to take appropriate measures for promoting innovations in teaching learning process, interdisciplinary studies and research, *to educate and train manpower in the State of Mizoram, and to pay special attention to the improvement of the social and economic conditions and welfare of the people of the State, their intellectual, academic and cultural development (emphasis: the Commission).*”

Mizoram University statutes provide for the following nine Schools of Studies:-

- (i) School of Economics, Management and Information Sciences
- (ii) School of Social Sciences
- (iii) School of Education and Humanities
- (iv) School of Earth Sciences and Natural Resources Management
- (v) School of Physical Sciences
- (vi) School of Life Sciences
- (vii) School of Fine Arts, Architecture and Fashion Technology
- (viii) School of Engineering and Technology
- (ix) School of Medical and Paramedical Sciences

At present 32 post-graduate departments under the above mentioned nine schools, are approved (**Annexure 9.2**). Seven schools with 26 departments are already functioning and another five departments are likely to be started with in the next two years. The remaining two schools, namely, School of Fine Arts, Architecture and Fashion Technology, and School of Medical and Paramedical Sciences are proposed to be started during the 12<sup>th</sup> Five Year Plan period. The university offers only post-graduate, M.Phil and Ph.D. programmes except in the School of Technology where it also offers B.Tech degree programme. There are about 1,000 students on the rolls of the university departments.

The Commission has noted with satisfaction that the university is in sync with the current thinking at the national level with regard to reforms in higher education and is keen to make optimum use of technology to modernise the process of teaching and learning. All classrooms have been equipped with latest audio-visual teaching aids. It is planning to link its virtual classrooms to the Indian Institute of Technology (IIT), Bombay for Engineering Courses. The university follows semester system at the post-graduate Level and is making preparations to switch over to grading as well as choice-based credit system at the undergraduate level also.

The MZU’s main library has a collection of nearly 85,000 books and has online access to 5,000 journals (full text). The library is fully automated. A campus-wide Data Voice Network using optical fiber backbone is in place linking all segments of the University. Currently, the

available bandwidth is limited to 4 mbps but it is in the process of being raised to 10 mbps and finally to 1 gbps within 2010.

The university has taken appropriate steps to promote research in the university. The faculty members are involved in major research projects supported by major funding agencies including special support under FIST programme of the Department of Science and Technology (DST). The university has provided sophisticated research laboratories to attract good faculty. Every M.Phil. and Ph.D. student enrolled with the university is provided a scholarship. The establishment of Academic Staff College (ASC) in the university is indeed a welcome initiative as it has the potential to upgrade and update the knowledge and skills of the faculty of the university departments and of the affiliated colleges.

#### **9.4 Future Directions**

The list of approved schools and departments is given in **Annexure 9.2**. The post-graduate courses in Library and Information Sciences, Mass Communication, Forestry, Geology, Horticulture, Biotechnology, Fine Arts and Architecture shall prepare qualified manpower in such diverse and unconventional fields, as are specially suitable for the State and for which post-graduate courses are not presently available in the State. The university has plans to offer B.Tech programmes in the school of Engineering and Technology only. There is a need to make provision for Bachelor Degree programmes in some disciplines such as Fine Arts, Architecture, Forestry, Library Science, etc. otherwise qualified persons to join post-graduate courses in these disciplines will not be available from within the state.

The MZU has not planned a department to offer post-graduate course in physical education. At present, the students interested in pursuing Bachelor of Physical Education (B.P. Ed.) and Master of Physical Education (M.P. Ed.) have to seek admission outside the State. These courses are needed to prepare physical education teachers for schools and colleges and also to promote sports in the State.

While planning its departments, the university has to demonstrate its social commitment regarding education of the masses. The Department of Extension Education and Rural Development has the mandate to educate the villagers and common people in areas of day to day concerns, specially in vocational activities in the fields of Forestry, Horticulture Raising of Aromatic and Medicinal Plants, Food Processing, Agriculture, Cottage Industries, Sericulture, Handloom Work, etc. Such interventions of the university will certainly improve the economic conditions of the common Mizo people.

Since the students joining the post-graduate programmes in the university are found to be lacking the competencies required for post-graduate programmes, the university should organize remedial teaching for them in order to bring them at par with other students. Further, in order to equip the Mizo youth to compete with students from other parts of the country in All India competitions for admission to professional courses like Medicine and Engineering and also for State level and All India level Civil Service competitions, the university should make necessary arrangements in various schools. *A Coaching Centre exists in the university whose standards of performance should be raised.* The State Government is sponsoring students outside the State. All departments of the university should also prepare the students for the National Eligibility Test (NET) of the UGC in their respective disciplines. This shall ensure availability of qualified persons for pursuing research programmes like Ph.D. and also for appointment as lecturers in Colleges and University departments.

*Mizoram University, being a Central University, is fully funded by the Government of India but the State Government can facilitate the work of the university in several ways. It must make all out efforts to strictly adhere to the affiliation norms in colleges under its control. It should also contribute in the preparation of future plans of the university by making known its needs to the university. It should also ensure all-weather roads connectivity, public transport facilities for students and teachers, and adequate water and power supply.*

*The Commission recommends that the Government of Mizoram should make provision for starting undergraduate programmes in areas like Physical Education, Fine Arts, Performing Arts, Library Science in its colleges through direct funding or under the PPP model. In addition, it should approach the Mizoram University to take up the remaining courses during the 12<sup>th</sup> Five Year Plan with due approval from the Union Ministry of Human Resource Development (MHRD)/University Grants Commission (UGC).*

## **9.5 Professional Education**

In Mizoram, professional education is currently provided by the MZU, the ICFAI University and the undergraduate colleges funded by the State Government or the Central Government. Professional Education is currently provided or needs to be provided in the following areas:

### *9.5.1 Medical and Paramedical Education*

There is no Medical College in Mizoram. The State Government is making efforts to set up a Medical College. The MZU has a provision for a school of Medical Sciences as part of its Master Plan. The university has prepared a detailed project report to start a School of Medical Sciences with provision for undergraduate, post-graduate and research programmes during 12<sup>th</sup> Five Year Plan period.

The Regional Institute of Paramedical and Nursing Sciences (RIPANS), funded by the Central Government through the North-Eastern Council (NEC), offers B.Sc. programmes in Nursing, Pharmacy and Medical Laboratory Technology. Currently, 346 students are enrolled in these programmes. The institution has plans to start M.Sc. programme in Nursing. Mizoram College of Nursing, funded by the State Government offers B.Sc. Nursing course and has currently 89 students on its rolls. Both these institutions are affiliated to MZU.

### *9.5.2 Agriculture and Forestry*

There is no Agriculture College in the State but the Central Agricultural University (CAU) with its headquarters at Imphal covers all the States in the North-East by having a campus in each State. The College of Veterinary Sciences of CAU is located at Aizawl and offers undergraduate, post-graduate and research courses. The students interested in pursuing Agricultural education in its various disciplines have to go to Imphal or other places in the North-Eastern States. The MZU has established the Department of Forestry and the Department of Horticulture, Aromatic and Medicinal plants to offer post-graduate and research programmes.

### *9.5.3 Law*

Mizoram Law College at Aizawl offers LLB programme and is affiliated to the MZU. Currently, 254 students are enrolled in the programme. The ICFAI University has also plans to start LLB programme in the near future. For the time being there is no need for

further expansion in this field. The State government may explore the possibility of offering LLM programme in the State.

#### 9.5.4 *Teacher Education*

The College of Teacher Education (CTE) at Aizawl offers B.Ed. programme of 1-year duration and is affiliated to the MZU. Mizoram Hindi Training College, affiliated to the Kendriya Hindi Sansthan, Agra also offers Diploma and Degree level programmes in teacher education. The ICFAI University has also plans to start B.Ed. and M.Ed. programmes. The need for expansion and reorganization of teacher education programmes are discussed in the *Chapter 7: Teacher Education: Current Status and Future Directions*.

#### 9.5.5 *Management*

The MZU and the ICFAI university are offering MBA programme. The ICFAI University also offers BBA and Bachelor of Hospitality and Tourism Management (BHTM) Courses. The university charges concessional fees from domiciles of the Mizoram State. There is little scope for further expansion in this sector. However, the MZU and the ICFAI University should evolve a coordination mechanism to provide Management education with different specializations.

#### 9.5.6 *Computer Education*

The ICFAI University, Department of Electronic Accreditation of Computer Courses (DoEACC) and five colleges offer BCA programme. The DoEACC also offers MCA programme.

#### 9.5.7 *Engineering*

Currently only the MZU is offering courses in Engineering and Technology. Two more courses namely, Computer Engineering and Electrical Engineering shall start in 2011. Engineering Education in the MZU is likely to witness further expansion during the 12<sup>th</sup> Five Year Plan period.

A National Institute of Technology (NIT) will soon start functioning in Mizoram. The MZU and the NIT together should be able to cover a broad spectrum of Engineering and Technology Education in the State. However, to avoid duplication of efforts and wastage of resources, the MZU and NIT should plan new programmes in consultation with each other.

In spite of being a small state with a population of just one million, professional education in many fields is available in the State. With the establishment of the MZU and the ICFAI University, it has witnessed expansion in diversified fields during the first decade of the 21<sup>st</sup> century. A Medical College, an NIT and another Law College are in the pipeline. However, there are a few fields in which programmes of professional education are needed, which could either be offered in the existing institutions or new institutions could be established. For instance, the establishment of a Sports and Physical Education College shall promote sports besides preparing teachers of physical education for schools and colleges. The college could offer both B.P. Ed. and M.P. Ed. programmes. A college of Fine Arts offering Bachelor of Fine Arts (BFA) programme shall provide opportunities to the Mizo youth to explore career options in the fields of Applied Arts, Sculpture, Design,

etc. Besides, the institution shall prepare teachers of visual Arts for schools. The proposed Department of Fine Arts in the MZU should offer Master of Fine Arts (MFA) programme.

As several education providers like the MZU, the ICFAI University, the CAU Imphal, the NEC and the State Government are involved in the conduct of professional education in the state, an overarching mechanism is required to ensure its planned and coordinated development in future.

*The Commission recommends that a coordination Committee under the chairmanship of the Chief Minister be set up to guide and monitor expansion of professional education in the state. MZU, NIT, CAU, NEC and ICFAI should be represented on the Committee. The Department of Higher and Technical Education of the State Government may function as the secretariat of the Committee.*

In sum, the consolidation of the existing facilities for professional education and its planned and coordinated expansion, specially in the hitherto un-serviced areas shall provide opportunities to a larger number of Mizo students to pursue professional education of their choice within the state at affordable cost. The availability of qualified human resource in diverse fields shall certainly accelerate the pace of economic development in the State leading to higher living standards for the people.

## **9.6 Higher Education through ODL**

In Mizoram, the facility for higher education through ODL has been there for the last 20 years. The first Study Centre of IGNOU in the State was set up under Regional centre (RC) of IGNOU at Shillong in 1989. However, with the establishment of RC, Aizawl in December 2000, the ODL system got further impetus. The RC is headed by a Regional Director who is assisted by one Assistant Regional Director, three Consultants and two Research and Technical Assistants. The major functions of the Center include:-

- Issuing admission notification
- Processing admissions
- Offering counselling
- Hands-on experience through Study Centres
- Fixing up examination and
- Translation of study materials of Certificate and Diploma programmes into Mizo language

The RC has a reference library with a collection of nearly 1000 volumes. The library has been selected for automation as a part of modlibnet. The RC is also equipped with facilities for instructional interaction through teleconferencing using Gyandarshan Edusat channels. The students attend these programmes as per schedule notified by the IGNOU. In addition, students also attend Video Counseling sessions at the RC on week days. The RC also has Tele-learning centre through which Computer Literacy and Computer Applications are offered.

All the eight districts in Mizoram have ODL facilities offered by IGNOU. At present, the Aizawl Regional Centre has 37 Study Centres out of which 13 are regular Study Centres attached to degree colleges and 14 are programme Study Centres for specialized programmes like teacher education, nursing, etc. The remaining are special Study Centres meant for specific sections of the society like minorities, Jail inmates, etc. There are as many as 354 Academic Counsellors on the panel of the RC for providing Counselling support to the students through contact classes which are

conducted on Saturdays at the Study Centres. The average attendance of students is a little over 50%.

The enrolment of students under RC, Aizawl has substantially increased during the past few years. It increased from 403 in 2001, to 5,921 in 2009. The female students account for around 45% in the total enrolment. The majority of students are in the age group 18-25 years. The Bachelor Preparatory Programme, the Bachelor degree programmes followed by Master degree programmes have proved to be the most popular programmes in the region. The RC is currently offering a total of 59 programmes consisting of 12 Master's degree, 9 Bachelor's degree, 9 Diploma Programmes, 2 Post-graduate Certificate Programmes and 18 Certificate Programmes. The Distance Education Council (DEC) of IGNOU has selected ten colleges and given them the option to enrol their students for Certificate/Diploma programmes of IGNOU as a part of value added programme. Two institutions have been selected for functioning as Community Colleges.

The delivery of ODL programme in the State is beset with several problems. The RC is functioning from a rented building where it is difficult to provide the required instructional facilities. The Academic coordinators of the Study Centres lack the motivation to ensure rigour in the delivery of ODL programme. The low attendance rate of the students in the contact programmes is a problem common with all parts of the country.

The ODL system is recognized as an alternative system of providing the benefits of education to the students. The degrees/diplomas awarded by ODL institutions are recognized as equivalent to the degrees of conventional universities which provide education through face to face mode. This implies that the quality of education through ODL modality is supposed to be of comparable quality with that through the face to face mode. However, in spite of recognized equivalence of the two systems, there is a widespread perception in the society that the products of the ODL system do not possess the knowledge and skill competencies at par with their counterparts of the regular formal system. In order to reap the full benefits of the ODL system, the public perception regarding its poor quality needs to be addressed. It is a matter of common observation that mostly the perception regarding its poor quality is due to the lack of seriousness and rigour in its delivery mechanism.

In Mizoram about 6,000 students are pursuing higher education through ODL modality for which they are enrolled in various programmes offered by IGNOU. Though the IGNOU is a Central University, it has its own agenda to pursue, its jurisdiction extends to the whole country but in the context of Mizoram, the Mizoram Government and the Mizo students are big stakeholders in its functioning in the State. The products of the IGNOU programmes find employment in various departments of the Mizoram Government including schools and colleges, and, therefore, their quality affects the efficiency of government offices and the quality of education of school and college students. Therefore, it will be in the fitness of things if the education department of the Mizoram Government shows due interest in the working of the IGNOU Regional Centre and its Study Centres located in different parts of the State. Moreover, most of the Study Centres are located in the educational institutions which are under the control of the State Government and the academic coordinators are employees of the State Government.

*The Commission recommends that the State Government should evolve an effective mechanism to monitor the functioning of the IGNOU Regional Centre and specially of the Study Centres under its jurisdiction and should continuously provide feedback to the IGNOU Headquarters and impress upon them to take corrective measures, in order to provide quality education to the ODL students.*

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## CHAPTER 10

### ENGAGING ADULTS IN EDUCATION AND LITERACY

#### 10.1 Adult Literacy and Universalization of Elementary Education

Universalization of Elementary Education (UEE) and Adult Literacy always had an emotive tinge in national discourse and policy deliberations. These were perceived as the basic entitlement of citizens, the minimum that the State owed its people and something which had a critical role in the nation's socio-cultural and economic development and the health and vibrancy of India's democracy.

Literacy is thus at the heart of *Education For All*, and creating literate environment, and learning society is essential for achieving the goals of eliminating poverty, reducing child mortality, regulating population growth, achieving gender equality and ensuring sustainable development, peace and harmony. There is sufficient international evidence to recognize that literacy is crucial to the acquisition of essential life skills that enable people to address the challenges they face in life. *These life skills encompass analytical skills, social/personal skills, negotiation, and livelihood skills and are indispensable for successful living in the 21<sup>st</sup> Century.* It is in this background that the adult education and literacy programmes in the State of Mizoram have been studied by the Commission.

Literacy confers a wide set of benefits on individuals, families and communities. However, providing an evidence-based account of these is not easy as benefits such as political awareness, empowerment and critical reflection are intrinsically difficult to measure. Nonetheless, literacy can provide the following benefits which are significant not only for an individual adult but also for the nation:

- (i) *Human benefits* which are deeply tied to an individual's self-esteem, confidence and personal empowerment.
- (ii) *Social benefits* as exemplified by better knowledge and participation in health and family planning and adoption of preventive health measures such as immunization or in bringing about change in personal living and working patterns *to ensure that their children regularly attend school.*
- (iii) *Economic benefits:* literacy levels tend to have a positive impact on earnings.
- (iv) *Political benefits;* exemplified by large number of women standing for and winning elections at the different tiers of the *Panchayati Raj* system and confidence to actively participate in *Gram Sabhas* (Community meetings).

Historically, the National Literacy Mission (NLM), started in 1988, ushered in a mass movement of Total Literacy Campaigns (TLCs) which model became the dominant strategy for adult literacy from the 8<sup>th</sup> Five-Year Plan onwards. This followed the transition from TLCs to Post Literacy Campaigns (PLCs) to prevent relapse into illiteracy of those adults and youth who have acquired basic literacy.



## 10.2 Current Status of Adult Literacy in Mizoram

### 10.2.1 Adult Literacy Begins with a Centre-Based Approach

The government-initiated adult literacy programme started in a systematic way in Mizoram from 1979. During 1979-81, around 4,300 adults were made literate annually with a success rate of 56%. A *Centre-Based Approach* prevailed, wherein adult literacy centres admitted adult learners at the rate of 23-30 learners per Centre. The 1982-91 period saw a better annual output (5,122) but the success rate was not encouraging. It went down to 44.6% and the government took the decision to change the *Centre-Based Approach* earlier followed for adult literacy programmes. Two factors influenced the decision. In 1989-90, the Adult Education Wing of the Directorate of School Education had conducted a survey which revealed the presence of 50,637 adult illiterates. As against this, there were only 550 Adult Literacy Centres (ALCs) with a total intake capacity of 16,500. The State, in its bid to make Mizoram fully literate, decided to go in for a *Mass-Based approach (Each-One-Teach-One)* to turn the existing illiterates into literates within a very short period. So the ALCs were wound up and the community was approached for adult education initiatives. This approach had a better coverage (Table 10.1).

**Table 10.1: Adult Literacy Effort in Mizoram**

Period	Programme Mode	Total Intake	Average Annual Intake	Total Output	Average Annual Output	Success Rate
1979 - 81	Centre-Based Approach	22,933	7,644	12,894	4,298	56.2
1982 - 91	- do -	1,14,879	11,488	51,223	5,122	44.6
1992 - 96	Mass-Based Approach	1,46,017	29,203	62,571	12,514	42.8

Source: Adult Education Wing, Directorate of School Education, Government of Mizoram

### 10.2.2 From Centre-Based to Mass-Based Approach

During 1992-96, annually 12.5 thousand adults were made literate. The annual coverage was 2.4 times more than that during the previous decade. Of course, the success rate was rather low (42.8%). During 1979-96, a total of 1.27 lakh adult illiterates were made literate. It was an achievement that was possible because a *decentralized approach* was adopted in which the village community was actively involved. The key agency in this process was the Village Adult Education Committee (VAEC), set up progressively in each village except the three Autonomous District Council areas since 1991. It was the VAEC which made arrangement and matching of volunteers (known as Animators) with Learners and would submit reports on the achievement of the Animators and Learners and make recommendation for award of honorarium to deserving Animators. An Animator was given an honorarium of Rs.100/- for making one illiterate adult a literate.

The VAEC comprised the Village Council President or a representative from the Village Council, at least one representative from any voluntary organization available in the locality,

representative from Teachers' Association, one representative each from various Church organizations and representative from Service Association. The major functions and responsibilities of the VAEC included identification of illiterate adults in the age group 15-35 years and above, maintenance of proper record of the profile of the illiterates, identification of volunteers who would undertake responsibility of the literacy activities, evaluation of the literacy competence of the adults and preparation of reports of the progress of the total programme.

In April 1999, the Adult Education Wing of the Directorate of School Education conducted a survey in all the 23 Adult Education Circles covering most of the villages except in the Chakma Autonomous District Council (CADC) area. The survey covered 1.16 lakh households. The population coverage was a little over 6 lakhs. 15.85% belonged to 0-6 age group. A total of 10,801 illiterates were identified, 44.5% of whom belonged to the 35+ age group with women forming the majority (63.6%) in this category. Of those identified, 49% belonged to 15-35 age group. In this category, too, women were in the majority. *Only 6.3% illiterates were in the 7-14 age group. The overall picture that emerged from the survey was highly encouraging. Only 2.14% of the population (7+) was found to be illiterate.*

### 10.2.3 Achievement of Near Total Literacy

By 2001, Mizoram attained a very impressive total literacy rate of 88.8. The rates both for males (90.7%) and females (86.7%) were much higher than the corresponding averages for India (75.8% male: 54.2% female). Analysis of the literacy of three adult age groups reveals a pattern. The narrower the age-band, the higher the level of its literacy and the smaller the gender gap. Age groups 15-34, 15-44 and 15 & above had 92.21%, 91.63% and 89.46% literacy rates respectively. The pattern was the same across the gender groups both in urban and rural areas (Table 10.2).

**Table 10.2: Total Literacy Level, 2001**

Age Group	Literacy Rate								
	Total			Rural			Urban		
	Person	Male	Female	Person	Male	Female	Person	Male	Female
15 & above	89.46	91.81	86.91	82.08	86.59	77.08	96.29	96.73	95.82
15-44	91.63	92.64	90.56	85.18	88.11	81.96	97.31	96.68	98.02
15-34	92.21	92.99	91.56	86.22	88.83	83.57	97.43	96.52	98.39

Source: Census 2001

### 10.2.4 District Level Profile of Adult Literacy

Disaggregated analysis of the literacy rates of 15 and above age group (Table 10.3) shows that 4 out of 8 districts have literacy level higher than that of the State. Lunglei (85.13), Saiha (84.68) and Mamit (80.03) are the 3 districts which have fairly high literacy rates. Lawngtlai (63.90) is the least literate district. Its adult literacy level is way behind the State level by 25.56% point. Male - female disparity is the widest in Lawngtlai (15.19%), followed by Saiha (11.43%), Mamit (10.2%), Lunglei (8.01%) and Champhai (5.21%). Disparity is less than the State average (4.9%) in respect of the other 3 districts - Aizawl, Kolasib and Serchhip.

**Table 10.3: Literacy Rates (of 15+ age group)  
By Residence and Sex - State, District, 2001**

State/District	Literacy Rate								
	Total			Rural			Urban		
	Person	Male	Female	Person	Male	Female	Person	Male	Female
1	2	3	4	5	6	7	8	9	10
<b>Mizoram</b>	<b>89.46</b>	<b>91.81</b>	<b>86.91</b>	<b>82.08</b>	<b>86.59</b>	<b>77.08</b>	<b>96.29</b>	<b>96.73</b>	<b>95.82</b>
Mamit	80.03	84.78	74.58	76.98	82.61	70.42	93.86	95.04	92.61
Kolasib	92.11	93.25	90.80	87.53	88.65	86.20	95.66	96.90	94.26
Aizawl	96.61	97.01	96.18	94.50	95.83	93.03	97.23	97.37	97.07
Champhai	91.81	94.33	89.12	91.20	95.41	86.81	92.71	92.79	92.63
Serchhip	95.30	96.76	93.80	94.17	95.62	92.63	96.48	97.99	94.98
Lunglei	85.13	88.92	80.91	76.30	82.97	69.22	96.11	96.43	95.75
Lawngtlai	63.90	70.99	55.80	63.90	70.99	55.80			
Saiha	84.68	90.24	78.81	79.85	86.89	72.44	94.10	96.75	91.29

Source: Worked out from Census 2001

A close scrutiny of Table 10.3 reveals that rural urban discrepancy is quite high in three districts - Lunglei (19.8%), Mamit (16.88%) and Saiha (14.25%). It is the relatively low rural female literacy rates in 4 districts - Lawngtlai (55.80%), Lunglei (69.22%), Mamit (70.42%) and Saiha (72.44%) that have depressed the overall rural female literacy level of the State (77.08). Analysis of literacy rates by residence and sex brings out Aizawl as the most balanced district, followed closely by Serchhip. Post 2001, four districts - Lawngtlai, Mamit, Lunglei and Saiha having ethnically heterogeneous blocks were identified for carrying out a special drive to eradicate illiteracy. The number of adult illiterates in these four districts in the age group 15-34 accounted for 63% of the total illiterates in the State. The Government of India sanctioned Rs.14 lakhs for the project. The special drive was launched for 18 months with effect from June 2004 to November 2005 in the western belt of the four districts. According to reports 61.27% of the target group became successful learners.

### 10.3 Post-Literacy Efforts: The Continuing Education Programmes

Literacy, a basic human need, enables access to the world of information, and when it goes beyond alphabetical literacy to functional literacy, it enhances skills of communication, survival, and occupation. To provide an opportunity to the neo-literates to strengthen their literacy skills and take up other activities such as to enable them to continue their education, increase their income and improve the quality of their lives, the Adult Education Wing of the Directorate of School Education launched Continuing Education (CE) programme in December, 1998 as a continuum of basic literacy phase.

To facilitate post-literacy and continuing education of neo-literates and school dropouts, 40 Nodal Continuing Education Centres (NCECs) and 360 Continuing Education Centres

(CECs) were established during 1998-2001. Going by the norm of population coverage of CEC (a minimum of 1,500 persons to be served by a CEC), approximately 6 lakhs out of a total 8.9 lakhs total population, are being served by the existing CECs. To man the CECs, a *Prerak* and an Assistant *Prerak* have been appointed for each NCEC as well as CEC. As per the latest report, all have undergone training. Each CEC has been equipped with a small library. At the initial stage, it was decided to start the following four broad programme areas which would help the CECs develop specific programmes in specific situations:

- *Equivalency Programmes (EPs)* - designed as alternative education programmes equivalent to existing formal general or vocational education
- *Income-Generating Programmes (IPs)* - designed for acquisition or upgradation of vocational skills for income-generating activities.
- *Quality of Life Improvement Programmes (QLIPs)* - designed to equip the learners with essential knowledge, attitudes, values and skills, both as individuals and members of the community.
- *Individual Interest Promotion Programmes (IIPPs)* - designed to provide opportunities for individuals to participate in and learn about their own chosen social, cultural, spiritual, health, physical, and artistic interests.

The total number of persons who have taken advantage of CECs/NCECs amounted to 76,415 (male 37,592; female 38,823). A total number of 34,079 beneficiaries attended different types of CE programmes till March 2009. They represented 44.6% of all the beneficiaries of CE programmes (Table 10.4)

**Table 10.4: Number of Beneficiaries of CE Programmes**

Programmes	Male	Female	Total
Equivalency Programmes	2,690	2,662	5,352 (15.7)
Income-Generating Programmes	3,572	3,551	7,123 (20.9)
Quality of Life Improvement Programmes	3,637	3,617	7,254 (21.3)
Individual Interest Promotion Programmes	4,048	4,026	8,074 (23.7)
Future Oriented Programmes	3,144	3,132	6,276 (18.4)

*Figures in parenthesis are percentages of total (34,079)*

*Source: Adult Education Wing, Directorate of School Education, Government of Mizoram*

### 10.3.1 *Jana Shikshan Sansthan: Support to CEC*

*Jana Shikshan Sansthan (JSS)* (formerly known as *Shramik Vidyapeeth*) was established in Aizawl in 2002 with the following objectives.

- (i) To improve the vocational and technical skills of the deprived sections and the trainees in both urban and rural areas and to raise their efficiency and increase productivity.
- (ii) To provide academic and technical resource support to relevant agencies in taking up vocational and skill development programmes for deprived sections.
- (iii) To run CECs.
- (iv) To conduct Life Enrichment Education in order to promote the personal development.
- (v) To promote national goals such as secularism, national integration, population and development, women's empowerment, environmental issues, etc.

- (vi) To give the knowledge and understanding of the social, political and economic systems at micro and macro levels.

In April 2007, the JSS was evaluated by the Centre for Youth and Social Development, Bhubaneswar, an empanelled evaluating agency for the period 2002-03 to 2006-07. Their general conclusions based on the evaluative study are the following:

- The JSS, Aizawl is getting institutionalized steadily leaving behind the problems which paralyzed its operations in 2004-05. On the whole, the JSS has been able to project its presence and attract prospective trainees.
- The achievements so far can be described as modest. It could achieve much more given the literate environment in the state.
- On the positive side, the JSS has been able to generate multistakeholder ownership, mobilizing the much-needed official, civil society and community support for its activities. The cause of concern is limited progress achieved in having collaborations with the *Zila Shaksharta Samiti (ZSS)*.
- The JSS has been successful in having local establishments as partners for such programmes that it cannot conduct on its own for want of infrastructure, logistics and human resource. But the number of such collaborations is rather few. In view of fund constraints for in-house capacity more such partnerships are required in future. It must guard against such activities which have nominal impact in terms of employment and income generation.

#### **10.4 Education Beyond Literacy: The Bottom Line**

It is over sixty years since the notion of CE was first introduced in the context of adult education. The concept has undergone several evolutionary changes and reincarnations. The concept of PL became entwined with CE until it was recently separated. Both PL and CE in India have covered a tortuous journey in the sixty odd years. An attempt has been made to understand the changing connotations and implications of the two concepts. Whether the analysis offered above is tenable or not, several issues need at least to be raised, even if not resolved.

*First*, what are the preconditions for the success of a PL programme? At a simplistic, or even superficial, level does *post literacy* not imply existence of literacy? Why do we not say 'post fragile literacy', or 'post minimal literacy'? The answer, possibly, is that *literacy* is a prerequisite or precondition for PL. PL can succeed only when the participants have already acquired *stable* literacy. If a person has not acquired stable literacy skills, she/he will not benefit from PL. Of course, one can be euphemistic about use of term 'PL' to mean extension of literacy training. In fact the PL programmes have only been extension of the basic literacy courses, because the non-literates had not become stable literates, whether through the National Adult Education Programme (NAEP) or the TLC. Therefore, for a PL programme to succeed, it is necessary to ensure that the non-literate is equipped with stable literacy skills before the basic literacy programme is terminated. The NAEP review committee had stipulated a three-year period. Perhaps that is the critical period for acquiring stable literacy.

*Second*, do any advantages accrue to a non-literate when she/he becomes a neo-literate? Or what function does minimal literacy have in a society in which a large number of people are illiterate? The answer, probably, is that there is no immediate advantage. There are several national benefits,

which are clear to the literacy activist or a literacy functionary (for different reasons), but to the non-literate learner, these are not immediately discernible. In a partially literate society, a large number of non-literate persons function within their socio-economic realities. Unless their newly acquired literacy skills can rapidly ameliorate their conditions, literacy can never become attractive. For any literacy endeavour to succeed, it would seem to be necessary to create conditions where literacy (however minimal) can bring economic and social advantage to the neo-literate. If that were to be ensured, PL and CE programmes would be demanded rather than be provided.

*Third*, how long does it take for a totally illiterate family to become fully literate? Is it reasonable to expect that a family will become literate in one generation? Experience has shown that it takes two, or even three generations for a family to travel from illiteracy to total literacy. When we are dealing with traditional non-literates, we need to plan an integrated educational package encompassing the adult non-literate, her/his children, and grandchildren. Unless we are willing to support the family through this three-generation saga, all attempts will fall short of the goal. Unfortunately, until now, all adult education programmes have been in the project mode, co-terminus with a Plan period in the form of a scheme, and financial provisions are actually made on annual basis.

*Fourth*, how is a literate or learning society created? A literate society is seldom created through literacy training. A literate society is one where literacy has become a critical input for all social and economic activities within the society. A learning society is one where the resources of literacy are harnessed for living in peace and harmony, and for the common good.

*Fifth*, can a mass programme like adult education, which aims at basic changes in the social structure and believes in conscientization, be run by the official government machinery that is by definition committed to the 'status-quo'? And can this machinery actually promote and nurture 'independent' non-governmental action at grassroots level?

*The bottom line is that unless programmes of post literacy and continuing education address these issues and more, they will continue to be vague and hazy.*

## **10.5 Issues, Concerns and Future Directions**

### *10.5.1 Prevention of Relapse into Illiteracy*

Mizoram has made great strides in her literacy venture. But interaction with officials concerned reveals that basic or alphabetical literacy is still the focus. The significance of the functionality aspect of literacy is yet to be understood properly at the decision making level. Completion of Post-Literacy (PL-1) is considered the self-reliant level of literacy. As per the latest report, only 20,996 neo-literates completed PL Book-1 by March 2009. They may be said to have reached a non-relapsable level of literacy achievement. Assuming that they belong to 15 and above age group, they represent 3.66% of the total population (5,74,061) of that age group. There has been no survey of barely literate adults who are relapsing into illiteracy. There is no detailed field report on the activities of CECs. No external evaluation has been conducted till now even of the TLC phase as well as PL phase. Reports available are too sketchy to get a clear picture of the different types of programmes being conducted, their duration, the resource persons involved, the nature of programme transaction and the level of mastery of the participants.

### 10.5.2 *Impoverished Functioning of CECs*

The CECs, conceived to become nerve centres for life long learning, are functioning much below par. It was the initial lack of planning and preparation that have robbed the CECs of their mandated role. The principal function of a CEC is to provide the following facilities: Library; Reading Room; Learning Centre; Training Centre; Information Centre; *Charcha* Mandal, Development Centre; Cultural Centre; Sports Centre. *Of the nine facilities, only Library is provided in the CECs of Mizoram. There is also no separate library; it is the Prerak's house that houses a lending library. All the CECs virtually function on a part-time basis. It is the modest honorarium and logistical problem that influence the duration of working hours.*

### 10.5.3 *Depleted Organizational Support*

A major issue of concern is the reduced organizational as well as functional strength of the Adult Education Wing of the Directorate of School Education. The key post of the Joint Director of Adult Education was re-designated in 1996 as Joint Director, School Education. Adult Education Programme since then became a part-time responsibility of the re-designated Joint Director. It signaled a progressive deterioration in administrative functioning. Around the same period, the post of the Deputy Director of Adult Education was abolished. The climate of neglect affected the field positions badly. One of the three positions of District Adult Education Officers has been lying vacant. One of the 2 posts of Project Officer Rural Functional Literacy Programme (RFLP) has been abolished. Crucial posts of Circle Adult Education Officers are not in full strength; 9 out of 20 posts have been kept non-filled. It has been a story of stagnation and non-performance. The two-tier State Literacy Mission Authority (SLMA) is lying dormant.

*The Commission recommends that an external evaluation be conducted of the TLC phase as well as the PL phase of the adult literacy programme on aspects such as duration of the programmes, resource persons involved, the nature of the programme transaction and the level of the mastery of the participants.*

*The Commission also recommends that the SLMA which has been lying dormant may be immediately revived to give the needed boost to the AE and literacy programme.*

### 10.5.4 *Improving Internal Efficiency of the Management System*

The State is in the post-literacy/functional literacy stage. The most vital step that needs to be taken to initiate a meaningful programme of life-long education is the revitalization of the Adult Education Wing. The post of the fulltime Joint Director of Adult Education has to be revived to send the right signal down the organization. All the vacant and abolished posts have to be reactivated. It is heartening to hear that the revival of the post of the Deputy Director is being considered by the State Cabinet.

*The Commission recommends that the Government should restore the critical posts in the Directorate of Adult Education and conduct a thorough assessment of the on-going programmes and draw a follow-up plan of action for improving the internal efficiency of management system, establishing linkages with other developmental agencies for a coordinated*

*programme of skill development of youth and adults and forging partnerships with community organizations for effective management of the life-long education programme.*

The adult illiteracy rate has been sufficiently reduced mainly through collaborative efforts of the government and the community. Mizoram has a vast reservoir of public goodwill and energy. The literacy movement, initiated by the missionaries, was given momentum by young people who had been baptized into learning. The involvement of Social Organizations like YMA and MHIP in Education for All (EFA) in recent years gives hope that the remaining task of helping illiterates become literate at the most basic level can be completed through a renewed mobilization of community participation.

#### *10.5.5 Vocational Training Needs of Neo-Literates, Youth and Adults*

The *Jana Shikshan Sansthan* (JSS) has been charged with the responsibility of addressing the vocational training need of neo-literates and other rural youth and adults. The empanelled team that evaluated the activities and achievements of JSS, Aizawl, has come out with the following concrete recommendations for its future growth.

- Special grants may be given to JSS, Aizawl for infrastructure and equipment considering the difficult geographical terrain in which it operates and tribal youth it serves.
- The JSS should ensure regular meeting of Board of Management and other statutory committees with participation of maximum number of members.
- It should streamline financial transactions and record keeping as per standard prescribed procedure.
- More effort is necessary to discard very short duration courses with little employment potential.
- Focus should be laid on opening new Centres in rural areas to serve the needy at door steps. The number of such Centres is very few at present.
- More attention is necessary on Teaching Learning Material (TLM) front ensuring distribution of learning kit to each trainee.
- Department of Adult Education (DAE) has to play a lead in ensuring collaboration/coordination of JSS with Central/State Government departments, Agencies like State Resource Centre (SRC), ZSS, SLMA, NGOs, in conducting programmes.
- There is a need to organize Training of Trainers (ToT) programmes for vocational resource persons under the supervision and responsibility of a pool of competent professionals.
- DAE may identify such professionals on regional basis from the technical institutes and agencies. SLMAs and SRCs may be entrusted with the responsibility.
- TLM is available in limited quantity. The learners can refer to those TLMs during training but do not get copies for post-training consultation. This needs to be reviewed as it is necessary to provide learning kit to each trainee for continuous guidance.
- The monitoring report being sent by JSS should, in employment generation segment, inform the number of prospective earners getting employed in successive periods.



- Every JSS should have a placement-cum-support service window to assist trainees in using the acquired skills for income generation. A proper documentation is necessary to reflect the net benefits accruing to the intended beneficiaries.
- JSS, Aizawl should start equivalency programme at the earliest.
- It is imperative to appoint a full time Director in JSS, Aizawl. It will enhance administrative and functional efficiency since the incumbent shall work with certainty and authority.

The Commission, by and large, endorses the recommendations of the empanelled team. *The Commission recommends that the Board of Management and other statutory Committees of the JSS should meet regularly; short duration courses with limited employment potential should be stopped, more centres should be opened in rural areas and equivalency programmes should be started at the earliest. The statutory Committees of the JSS should constantly review the emerging enrolment patterns and take timely action to avoid repetition of the past mistakes.*

## 10.6 Role of Library-cum Reading Rooms

While discussing the future directions, an observation of the Education Commission, (1964-66) on adult education may be worth considering. On the need of libraries, the Commission observed that ‘a good library system which brings books within the reach of all is the backbone of the system of adult education. Without this, there is little hope for cultivating reading habits among adults, particularly in rural areas, where book distribution is difficult’. The YMA has a network of small libraries throughout the State. A collaborative venture may lead to the setting up of functional Library-cum Reading Rooms throughout the State. It has to be endeavoured to make library a dynamic centre of cultural activities.

The Commission is convinced that Adult Education Programme can play a vital role in the social and economic upliftment of the Mizo society. Therefore, the programme needs to be activated and further strengthened for which *the Commission recommends that the Adult Education and Literacy programme need to be given a fresh orientation in all its aspects. Some of these are mentioned below for purposes of further elaboration:-*

- (i) *Restructuring the existing programme so that basic literacy, post literacy and continuing education form a continuum.*
- (ii) *Establishment of People’s Education Centers to provide a range of opportunities for basic literacy education and lifelong education.*
- (iii) *Ensuring that basic literacy is provided through a variety of context specific and group-specific approaches. Each People’s Education Center takes responsibilities for organizing basic literacy programme for persons who are in need through approaches like Volunteer-based Approach, Resident Instructor Approach, Residential Camps Approach, Part-residential Camp-Part Volunteer-based Approach.*
- (iv) *Strengthening the management system at block, district and state levels to facilitate implementation of activities in the People’s Education Centers.*

‘The pluralism of adult education and its wide and varied range, preclude it from being regarded as the sole concern of a single department in a Ministry which handles it administratively’. It is a total societal function with Government taking the initiative. The success of the task of transforming the Mizo Society into a functionally literate society is

contingent upon the internalization of all the dimensions of the task, leading to its planned implementation. The State Literacy Mission Authority (SLMA), under the chairmanship of the Chief Minister, holds the key to the challenging initiative.

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## CHAPTER 11

### VOCATIONAL EDUCATION AND TRAINING: INTEGRATION OF KNOWLEDGE AND SKILLS

#### 11.1 The Context

It is now an accepted fact that Vocational Education and Training (VET) plays a positive role in national development and social change, and, therefore, it must be accorded a place of topmost priority in the education system. Besides the formal school, there is a vast fertile area for operationalizing VET outside the school sector, particularly for those who may have aptitude for it and also for those who may not be able to pursue higher education for certain reasons. It may also be noted that it is only about 10% of students qualifying higher secondary who make it to the university education. What about the remaining 90% of this category? The answer lies in offering vocational programmes to such youth so that they acquire necessary competencies and skills to become productive members of the society. The role of Industrial Training Institutes (ITIs), Polytechnics and Vocational Schools becomes significant to achieve the objectives of the VET.

The relevance of VET has increased in the Indian economy, especially in the light of the Government's thrust towards Universalisation of Secondary Education, skill development and social justice through inclusive education and training. The focus of VET is to offer the youth with opportunities to choose programmes of study in keeping with their aptitudes, interests, and abilities. This is with a view to increasing their employability which would, in turn, provide the society with personnel having a wide spectrum of knowledge and training. It also aims at the reduction and elimination of frustration among the youth resulting from non-productive and aimless pursuit of academic education. We need, not just literate youth but skilled youth, bestowed with skills which can fetch them gainful employment. As our economy booms and industry grows, there is likely to be an imminent shortage of skilled human resource. As a country endowed with huge human resource (demographic dividend), it cannot afford to let this be a constraint.

India is ready to launch a Mission on Vocational Education and Skill Development so that the skills deficit in our economy is addressed. It is proposed to open 1,600 new ITIs and Polytechnics, 10,000 New Vocational Schools and 50,000 new Skill Development Centres (SDCs) across the States. Mizoram will have its own share of these inputs from the Government of India. It is being planned that annually, over 100 lakh students would get vocational training-which is a four-fold increase from today's level. In this connection, the active help of the private sector in this initiative is also proposed to be taken so that they not only assist in the training but also lend a hand in providing employment to the students trained in the these institutions.

There is now a growing consciousness to design a VET system that imparts skills attuned to the needs of the labour market and in consonance with the latest technology. It should provide flexible pathways to individuals for moving between vocational and general education sectors, offer modular programmes to suit diversity of the purposes and ensure the provision of standardized VET which leads to higher qualifications in specific vocations.

#### 11.2 VET through the Non-Formal System

The traditional Indian way of human resource development, particularly in vocational sectors, has largely been non-formal in character. Farmers, craftsmen, potters, weavers, masons, carpenters,

carpet makers, toy makers, goldsmiths, cobblers, painters, folk stage artists, decorators, cooks, sweetmeat makers, milk vendors, makers of different kinds of eatables and drinks, tribal medicine men, and a host of other such skilled workers learn their crafts and acquire knowledge and skills by participating from early years of their life in various occupational activities, in the form of *apprenticeship* where skills are acquired on the job. This system, in addition, inculcates cultural values, social norms, and wisdom. Although this system has been in vogue and is likely to stay in future also, it suffers due to:

- (i) lack of infrastructure and material
- (ii) lack of quality in terms of skills and standards
- (iii) lack of equivalence with formal education and training programme in the concerned areas
- (iv) acquisition of limited range of skills
- (v) absence of a system of accredited certification needed for career mobility

The non-formal system is also not able to fully meet the requirements in terms of the number and the quality of products. Consequently, a majority of students learning through the system is not able to find alternative employment. On the other hand, higher academic education is creating a class of individuals devoid of skills but desirous of jobs. This calls for restructuring or reorienting the present system in such a way that it begins producing human resource of desired levels of skills and competence. Formal institutions of VET, therefore, need to be developed and strengthened to meet the demand of each sector by offering standardized programmes of acceptable employability.

### **11.3 VET through the Formal System**

#### *11.3.1 Industrial Training Institutes*

One of the objectives of VET is to meet the skilled and middle level human resource needs of the growing sectors of economy. The market surveys also indicate that there is demand at this level. There are three ITIs in Mizoram located at Aizawl, Lunglei and Saiha. The information about the trades for which training is imparted in these institutions, the eligibility qualifications and the duration of training to qualify for the trade is given in Table 11.1 in respect of ITI Aizawl.

**Table 11.1: Vocational Trades\*, Training Duration, Eligibility and Enrolment  
(As in 2009)**

Sr. No.	Trade	Duration	Eligibility	Number of Applicants	Number Admitted		
					Boys	Girls	Total
1	Welder (Gas & Electric)	1	Class – VIII	8	8		8
2	Mechanic (Motor Vehicle)	2	Class – X	15	15		15
3	Fitter	2	Class – X	2	2		2
4	Mechanic (diesel)	1	Class – X	2	1		1
5	Mechanic (Radio & TV)	2	Class – X	12	12		12
6	Mechanic Refrigeration & Air Conditioning	2	Class – X	7	7		7
7	Electrician	2	Class – X	29	17		17
8	Wireman	2	Class – VIII	20	17		17
9	Electronics Mechanic	2	Class – X	18	15		15
10	Carpenter	1	Class – VIII	7	7		7
11	Plumber	1	Class – VIII	14	14		14
12	Draughtsman (Civil)	2	Class – X	9	5	4	9
13	Mason / Building Contractor	1	Class – VIII	4	4		4
14	Surveyor	2	Class – X	12	6	6	12
15	Stenography (English)	1	Class – XII	51	3	16	19
16	Computer Operator & Programming Assistant	1	Class – XII	88	16	8	24
17	Information Technology & Electronics System Maintenance	2	Class – X	35	14	2	16
18	Cutting & Sewing	1	Class – VIII	35		34	34
19	Baker & Confectioner	1	Class – X	4	2	1	3
20	Hair & Skin Care	1	Class – X	34		15	15

\* The trades offered by ITI, Lunglei include - Computer Operator, Carpenter, Dress Making, Motor Mechanic, and the ITI, Saiha include - Info. Tech, Hair & Skin Care, Motor Mechanic, Electrician.

The admission criteria and the selection procedures followed in the ITIs are based on the marks secured by the candidates in a written test and an interview. It is evident that the courses have minimum academic qualification of pass in Class VIII, Class X or Class XII depending on the requirements of the trade. While it would have been expected that all such pass-outs continued their school education at least upto Class X, the present pattern of absorbing Class VIII students in vocational stream is acceptable, as the post-elementary education is not yet universalized and the drop-outs of the system must be meaningfully engaged.

The skill areas being handled by the ITIs can be categorized into mechanical, electrical and electronics, civil engineering, and office and secretarial areas. A reference to Table 11.1 reveals that in respect of the course on Computer Operator and Programming Assistant, the number of applicants was the largest amongst all the trades mentioned indicating the interest in the course. There are also certain areas where there is predominant presence of girls alone namely, Stenography (English), Cutting and Sewing, Hair and Skin Care. *The enrolment of girls in most of the other trades is very low and this disparity needs to be overcome to break the gender stereotyping still prevalent in the system.*

The ITI system has been largely static with the conventional trades offered. No courses were discontinued during the last three years and neither any new trades were

introduced. The Commission was informed that trades which are in great demand in the ITIs are the following:

- (i) Computer Operator and Programming Assistant
- (ii) Information Technology and Electronics System Maintenance
- (iii) Electrician
- (iv) Hair & Skin Care

*Although identification of State-specific vocational programmes is an exercise which must be undertaken, it has been considered appropriate that the whole gamut of vocational courses of varying durations as have been worked out at the national level are also examined for widening the course offerings in the ITIs. This has been outlined in Annexures 5.2, 5.3, 5.4, 11.1 and 11.2 for purposes of reference for planning VET at the State level. The Mizo students could exploit the wider pool of skill market outside Mizoram.*

There are 57 trades under the Craftsman Training Scheme of the Directorate General of Employment and Training (DGET), Ministry of Labour, Government of India and cover a wide variety of areas which could be considered by the ITIs (Annexure 11.1). The list of trades under the Apprentices Act, 1961 provide scope for training to students who have passed Class VIII, X and XII (Annexure 11.2). The list of Modular Employable Skills (MES) Courses approved by the National Council for Vocational Training (NCVT) are relevant for immediate employment after completion of the course. The Annexure gives duration of only a few MES courses (Annexure 5.3). Disability-wise Suitability of Vocations for the Persons with Disabilities is given in Annexure 5.4. This segment of population is the most amenable for acquiring vocational skills which have been detailed in Annexure 5.4, covering Orthopaedically Handicapped (OH), Hearing Handicapped (HH), Visually Handicapped (VH) and Mentally Retarded (MR) categories. *The ITIs need to broad base the course offerings and workout the instructional, human resource and infrastructural requirements, to fulfil the needs of the emerging knowledge economy.*

The present instructional and infrastructural facilities available are not as per the stipulations of the NCVT. The syllabi are outdated in some trades, the most up to date technologies are not usually available in the learning materials provided to the students. The NCVT and the Mizoram State Council for Vocational Training (MSCVT) jointly conduct the Final Examination and award the National Trade Certificate to successful candidates.

The Commission observed that there is no proper authority to regulate Industrial Training and Vocational Education and also there is no co-ordination among different agencies dealing with Skill Development Initiative. There should be an apex institution for Skill Development Policy direction and review. Under the apex institution, there should be a co-coordinating agency to co-ordinate all skill developing agencies.

*New courses/trades which could be introduced in ITIs to generate self-employment in different parts of Mizoram include trades concerning Bamboo since more than half of the State of Mizoram is covered by Bamboo forests. New vocational education institutions could be set up in fields like agriculture, horticulture, floriculture, food processing dairying, farming of medicinal herbs, textiles and other such fields which have potential for self-employment.*

*The Commission recommends that at least one ITI must be established in each district of the State. In addition to the trades offered in the existing ITIs, new vocational courses relevant to the needs of Mizoram should be developed and offered in these institutes.*

### 11.3.2 Polytechnics

Realizing the importance of imparting education to raise the level of productivity and economic development, the State of Mizoram has set up a number of institutions under the Directorate of School Education and the Directorate of Higher and Technical Education and other Government departments as well as private enterprises to prepare persons with higher level skills required for handling skills beyond those provided by the ITIs. Polytechnics and other institutions in the State, and the courses offered by them are given in Table 11.2.

**Table 11.2: Vocational Courses in Polytechnics and Other Technical Institutions**

Sr. No.	Name of Institution	Courses Offered	Managed by
1	Women Polytechnic, Aizawl	Diploma in Modern Office, Electronic & Communication, Beauty Culture & Cosmetology, Garment Technology	Higher & Technical Education
2	Mizoram Polytechnic, Lunglei	Diploma in Civil, Mechanical, Electrical & Computer Science Engineering	Higher & Technical Education
3	DOEACC, Aizawl	Diploma in Computer Science & Engineering, Diploma in Electronic & Tele Communication & I.T. Communication Engineering; 'O' level, 'A' level; BCA, MCA.	Ministry of Communication
4	Integrated Training Center (ITC), Hnahthial	Diploma in Agricultural Science	Department of Agriculture
5	Health Worker Training school, Aizawl	ANM	Health & Family Welfare

*The Commission was impressed by the infrastructure and the programmes of the Women Polytechnic, Aizawl and Mizoram Polytechnic, Lunglei. The enthusiasm of the faculty and their competence in their respective professional areas was indicative of much greater contributions that can be made by these polytechnics. These institutions are, however, suffering from paucity of staff because of unfilled faculty positions, resource constraints for on-going programmes. These aspects need to be attended to so that these Polytechnics can perform at the optimum level.*

It may be mentioned here that examination of Diploma courses of Polytechnics are conducted by the Technical Wing of the Higher and Technical Education Department. Diploma in Computer Science and Engineering, Diploma in Electronic and Tele-communication Engineering (DOEACC) are conducted under the Mizoram State Council for Technical Education where as 'O' and 'A' Level Computer course examinations are conducted by the DOEACC.

Other training facilities available in the State, run by different Government Departments are the Krishi Vigyan Kendra under Department of Agriculture which provides training to farmers. Indian Council of Agriculture Research (ICAR) has one sub-center at Kolasib, Mizoram. There is a School of Animal Husbandry and Veterinary Science under Department of Animal Husbandry and Veterinary Science which offers training for Veterinary Field Assistant (VFA). Forest Education and Research Institute under Department of Forest and Environment also provide training to foresters and forest guards.

At the national level, the process of Certification is handled by the NCVT, in association with the State Councils for Vocational Training (SCVTs). *The Commission is of the view that clear demarcation between the roles of the NCVT, the SCVTs and the DGE&T is essential for the proper functioning of the certification process.*

### 11.3.3 Community Polytechnics

Mizoram has no Community Polytechnics. The Working Group on Technical Education set up by the Government of India recommended in 1978 that a few selected polytechnics should act as focal points for proper transfer of technology to the rural community and that they should be designated as *Community Polytechnics*. In pursuance of the recommendation, the Government of India identified 35 polytechnics and designated them as 'Community Polytechnics'. The scheme was initiated in 1978-79 with the approval of the Planning Commission. The scheme was operated through the All India Council for Technical Education (AICTE).

Community polytechnics were envisaged to provide scientific and technological inputs for rural development programmes to accelerate the socio-economic upliftment of the rural population. The broad areas of their involvement included:

- Conduct of socio-economic surveys
- Project formulation
- Preparation of time bound plans of action for integrated rural development
- Development and transfer of appropriate technology
- Vocational training and human resource development
- Technical and other supporting services
- Dissemination of information on new technology

It was visualized that the Community Polytechnics should function effectively in a number of areas like:

- Agriculture
- Housing and shelter
- Water supply and irrigation
- Promotion of agro-industries and small scale and village industries
- Road and village transport
- Electrification
- Development of human resources
- Vocational training and public health and sanitation

### 11.3.4 Vocational Schools

Vocational Education as a part of formal schools has not shown the success it was visualized. Special Vocational Schools which reflect the total culture of skill-based institutions should be set up. Different vocational schools could undertake a specified cluster of skills, based on the needs of the area after putting in place appropriate infrastructure.

*The Commission recommends that the system of vocational and technical education should be further expanded at the earliest by establishing at least four more Polytechnics in districts other than Aizawl and Lunglei out of which two Polytechnics may be designed as 'Community Polytechnics'. In addition, vocational schools should be set up in those districts*



*where Polytechnics are not being established. The Polytechnic at Aizawl should be made co-educational so that male students of the areas surrounding Aizawl are also benefited. The State Government should appoint a Task Force to identify courses to be offered in the new Polytechnics including Community Polytechnics.*

#### 11.3.5 *Community Colleges*

The creation of Community Colleges was recommended in the Programme of Action of NPE 1986/92 “to encourage establishment of Community Colleges dealing with vocationalization of subjects related to service sector in line with Community Polytechnics”. The Curriculum of the Community College has four distinct parts: *Life Skills, Work Skills, Internship and Preparation for Employment*. It also visualized as an attempt to be part of the community, for the community and by the community. The Community College is the need of the hour in the context of problems of employment, under-employment and unemployability. The need for the Community College has emerged on account of the high percentage of exclusion and elimination from the formal system of education. There is also a problem of mismatch between education and employment which is seen in the number of educated applicants registered at the Employment Exchanges.

While large segments of our educated persons remain unemployed or underemployed, there are emerging job positions (at lower and middle levels) for which suitably equipped personnel are not available. Careers in health care, office management, medical records transcription, technical writing, advertising, automobile industry, hospitality industry, printing and publishing industry, construction industry, call centres, to mention a few, are receiving increased attention.

*The Commission recommends that at least two Community Colleges be established in Mizoram to offer programmes which can lead to employment to Mizo educated youth both in and outside Mizoram. The undergraduate colleges found to be unviable may be converted into Community Colleges by utilizing the infrastructure of the College or amalgamated with some other college.*

#### 11.3.6 *VET through ODL Modality*

The VET could be in a Mixed Mode System involving face to face and the ODL system with intensive hands-on-training having flexibility at the entry and exit level with credit-based evaluation system. (See *Chapter 6: School Curriculum: Concerns and Imperatives*). The following types of programmes could be covered under the ODL modality for VET:

- (i) One type of the vocational programme will be for the benefit of learners in institutions opting for this stream. This course will consist of both intensive hands-on training combined with academic inputs.
- (ii) A second type of the vocational programme will be for the benefit of school drop-outs. This course will focus entirely on skill-development in an area of one’s choice with no emphasis on entry qualifications or evaluation of attainments.
- (iii) The third type of the vocational programme will be for the general populace. This course will offer a range of subjects for the learners to choose from. It will also have the flexibility for the learners to complete the course at their own pace.

The National Institute of Open Schooling (NIOS) offers a number of courses in vocational areas through the ODL modality. This facility may be utilized by the State.

In the present time, both vocational education and ODL are at low premium and unfortunately have low status in the society. It has to emerge out of this status perception coupled with exploiting of Open and Distance Learning (ODL) Modality for VET; it is this type of synergy in the new context of economic demands and ever-increasing magnitude of human resources that promises economic growth and development of the country. For this to be achieved, effective public relations and publicity will be vital. Media has to be involved in an imaginative and aggressive manner. *For increasing the popularity of the courses, one may also have to give serious thought to instituting scholarships for the needy and awards for high achievers in different courses. Both national and private sector involvement will have to be ensured by the NGOs associated with offering of vocational programme.*

## **11.4 Quality Interventions for VET**

### *11.4.1 Learning Materials*

The Commission observed that non-availability of quality textual materials in vocational subjects has been a cause of non-seriousness on the part of the students and is a deprivation for appropriate learning. The students in the ITIs visited, had only 'cheap' notes on which they were dependent for their training. The private publishers are diffident to invest in bringing out textual materials which do not have a wider clientele. State level authorities will have a special responsibility in this regard in making available quality teaching learning materials to students of vocational programmes.

The teacher preparation for technical and vocational areas would require that a design be worked out in consultation with professional institutions dealing with engineering and technology, agriculture, health and paramedical to undertake the responsibility of not only designing but also offering such courses, training persons on the pedagogy of vocational education. This would entail a separate exercise outside this report. *The National Institutes of Technical Teacher Training and Research (NITTTRs) may be approached for training personnel from Mizoram.*

### *11.4.2 Enhancing Technological Orientation to VET*

The importance of computers has been widely recognized as means to improve efficiency in business public administration and formal education but its application in vocational training is not fully appreciated. It is known that rates of learning on computer for both academic and vocational or skill-based subjects are 4 to 10 times higher than in a classroom setting and learning retention is much higher. Computers can provide multimedia interactive customized and individually based learning with instantaneous feedback. *A nation-wide network of computerized vocational centers run as private self-employed business can deliver low cost, high quality training to a large number of workers.*

### *11.4.3 Enhancing Resource Allocation for Vocational Education*

In per capita terms, vocational education is costlier than general education. However, public expenditure on vocational education has been extremely low, as compared to general secondary education. *Given the demand for skilled manpower in manufacturing and services, the aim should be to spend at least 10-15% of total public expenditure of education on vocational education.*

#### 11.4.4 *Co-ordination and Monitoring*

Vocational Education and Training (VET) is currently offered in Polytechnics, ITIs, Vocational Institutions under different departments of the governments. It shall also be provided in the Community Colleges, Community Polytechnics and Vocational Schools, as and when these institutions are set up. There is a need for an institution/organization to coordinate and monitor the functioning of these institutions. The State Council of Technical Education (SCTE) could be entrusted with this responsibility and all institutions imparting technical and vocational education, that is, Polytechnics ITIs, vocational schools, Community Polytechnics, Community Colleges could be brought under its umbrella. The council should have the responsibility of not only overseeing the development of various programmes but also their implementation in the institutions.

#### 11.4.5 *Research and Development*

In order to design need-based programmes on the basis of identified needs of different parts of Mizoram and to develop quality learning materials, an institution with academic orientation needs to be set up in the state. To begin with, an Academic Wing could be set up in the SCTE to carry out these tasks. The Academic Wing should also develop an electronic data base of vocational trainees and also of students who have graduated from different institutions of vocational and technical education.

#### 11.4.6 *Enhanced Allocation of Funds*

There is a need for enhanced allocation of funds for vocational education to give a fillip to the skilled development initiatives necessary for creating skilled human resource for various sectors of economy. Establishment of new polytechnics, ITIs, etc. and strengthening of the State Council of Technical Education shall require massive investments. The necessary funds could be made available by the State Government or could be obtained from the Central Government under various schemes.

*The Commission recommends that all institutions offering technical and vocational education should be brought under the umbrella of the SCTE, which could be renamed as State Council of Technical and Vocational Education (SCTVE). A suitably staffed Academic Wing should be set up in the Council to undertake Research and Development (R&D) work in the field of VET, particularly conduct of need assessment surveys; development of programmes, course designs and learning materials; maintenance of comprehensive Vocational Management Information System (VMIS).*

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## CHAPTER 12

### PRIVATE SECTOR IN EDUCATION

#### 12.1 The Context

Education in India has long been perceived as a noble act of social service and philanthropy. During the British period, a large number of individuals or groups of individuals, social and cultural organizations and corporate houses voluntarily came forward to contribute their mite in the expansion of educational facilities in diverse fields, such as school education, higher education and technical and professional education. The societies or trusts running the private institutions managed their finances through government grants and donations or contributions from the community. However, with the advent of the policies of liberalization and privatization in all spheres of social and economic activity, the perception about the nature of education is undergoing a change. In place of social service and responsibility, it is now perceived as a 'saleable service', for which the service providers are entitled to receive fees from the beneficiaries. It is evident that as a consequence of the changed scenario mentioned above, in the context of education, the role of the government vis-à-vis private sector in education may have to change. This necessitates re-examination of the role of private sector in education even in the context of Mizoram.

#### 12.2 In Retrospect

Formal education in Mizo Hills began with the initiative of Welsh missionaries in 1894, followed by Baptist Mission and Lakher Pioneer Mission. The Government of the day also set up some primary schools, which, however, could not yield the desired results. The Government decided to withdraw from the management of primary education, and, therefore, transferred the government schools and the teaching staff to the Mission. The next six decades witnessed significant expansion of schools through the sustained efforts of the Mission.

In 1972, Mizoram became Union Territory and the new Government took full charge of Primary education. The number of schools multiplied and by 1990, more than 81% of schools were wholly managed by the Government. The growth of schools under different categories between 1998-90 and 2008-09 is presented in Table 12.1.

**Table 12.1: Growth of Schools Under Different Categories**

Year	Primary			Upper Primary (Middle)		Secondary		Higher Secondary		Total	%age
	G	D	U	G	D	G	D	G	D		
1989-90	G	905	83.5%	81	15.5%	14	7.0%	-	-	1000	55.3
	D	109	10.0%	377	72.2%	138	68.7%	-	-	624	34.5
	U	70	6.5%	64	12.3%	49	24.3%	-	-	183	10.1
	<b>Total</b>	<b>1,084</b>		<b>522</b>		<b>201</b>		<b>-</b>	<b>-</b>	<b>1,807</b>	
1995-96	G	964	76.9%	331	47.7%	151	47.0%	-	-	1,446	63.7
	D	109	8.7%	264	38.0%	47	14.7%	-	-	420	18.5
	U	181	14.4%	99	14.3%	123	38.3%	-	-	403	17.7
	<b>Total</b>	<b>1,254</b>		<b>694</b>		<b>321</b>		<b>-</b>	<b>-</b>	<b>2,269</b>	
2001-02	G	1,064	77.3%	340	39.3%	46	12.4%	17	51.5%	467	60.5
	D	-	-	245	28.8%	10	2.7%	8	24.2%	263	10.8
	U	313	22.7%	211	24.8%	163	44.1%	8	24.2%	695	28.6
	<b>Total</b>	<b>1,377</b>		<b>796</b>		<b>219</b>		<b>33</b>		<b>2,425</b>	
2008-09	G	1,142	64.0%	541	57.3%	203	40.4%	23	26.7%	1,919	57.7
	D	155	8.7%	56	6.0%	169	33.6%	34	39.5%	414	12.5
	U	486	27.3%	347	36.7%	130	25.9%	29	33.7%	992	29.8
	<b>Total</b>	<b>1,783</b>		<b>944</b>		<b>492</b>		<b>86</b>		<b>3,325</b>	

Source: Worked out on the basis of the data from statistical wing, DSE, Government of Mizoram

G – Government, D – Deficit, U – Unaided

It is evident from Table 12.1 that in the year 2008-09, out of 3,325 schools, there are 1,406 private schools (42.3%), which are either Government-aided (12.1%) or private unaided (30%) schools. However, the proportion of private schools varies across stages of education as it is 36%, 43%, 59% and 73% at primary, upper primary (middle), secondary and senior secondary stages of education. During the last 20 years, that is, between 1995-96 and 2008-09, the proportion of unaided schools has increased from 18% to about 30%. While the proportion of Government-aided schools has come down from 19% to 12%, and the proportion of Government schools has also come down from 64% to 58%. *The trend of progressively decreasing proportion of Government and Government-aided schools and progressively increasing proportion of unaided schools in Mizoram is in line with similar trends at the all India level. The reasons for this trend are also similar to the reasons elsewhere in the country, that is, the reluctance on the part of the State governments to provide aid to private schools and the preference of private schools to stay away from the excessive control of the government and manage their finances with fees and other funds charged from the students.*

The increasing popularity of private unaided schools during the past few years is primarily due to changing parental perceptions about the quality of education imparted in Government and private schools. A large number of parents, dissatisfied with the quality of education in Government schools, prefer to send their wards to private schools due to their reputation of having committed teachers, showing better performance in the public examinations and maintenance of good discipline, better work culture and better teacher-parent relations. However, the emphasis on the study of English and its use as medium of instruction right from the primary stage, expanding middle class and its improved socio-economic conditions and rising aspirations are the major reasons for their rapid expansion.

In Mizoram, the private unaided schools do not have the financial clout similar to their counterparts in other parts of the country. They are not in a position to establish large campuses due to non-availability of land at reasonable rates and modest rates of permissible tuition and other fees. They are unable to retain good teachers due to their inability to offer them proper pay package. In the light

of the peculiar conditions of Mizoram, the private schools need to be supported by the Government in some form, which could either be in the form of special financial assistance or allowing them the freedom to levy differential rates of tuition fee depending upon the facilities or services provided by them. However, it should be ensured that in a school, the tuition fee for the students of the weaker section of the society are lower than the normal rates of fee in the school.

In Mizoram, there are four types of Private Aided Schools, namely:

- (i) *Deficit School*: A school which receives Grant-in-Aid from the consolidated Fund under the Mizoram Aided School (Recurring and Non-Recurring Grant-in-Aid) Rules, 1990. The employees in these schools enjoy the benefit of full pay and allowances.
- (ii) *Ad hoc Aided School*: A School which receives Grant-in-Aid from the consolidated Fund under the Mizoram Aided Schools (Recurring and Non-Recurring Grant-in-Aid) Rules, 1997. The employees in these schools enjoy the benefit of full pay alongwith 50% allowances.
- (iii) *Lump-sum Aided School*: A school which receives Lump-sum grants from the consolidated Fund under the Mizoram Education (Grant-in-Aid for General Maintenance of Private Schools), Rules, 2006.
- (iv) *Council Deficit and Council Aided*: Private schools receiving Grant-in-Aid from the Autonomous District Councils.

### **12.3 Overview of the Provisions of the Mizoram Education Act 2003**

It has now been recognized that the participation of private sector in education is required due to the inability of the State to finance the massive requirements of educational expansion at all levels and in all parts of the country. However, it is the responsibility of the State to regulate the functioning of private institutions, to check malpractices, safeguard interests of employees and students, prevent commercialization and to monitor quality of education imparted by them. The Mizoram Education Act, 2003 and rules made thereunder have several provisions aimed at regulating the functioning of private schools.

Section 4(1) of the Act confers powers on the State Government to regulate education in all educational institutions in the State in accordance with the provisions of the Act and the rules made thereunder. The Government may accord recognition to an educational institution under Section 4(1) of the Act provided it fulfils certain conditions like financial stability, suitable and adequate accommodation, qualified teachers, prescribed facilities for physical education, library service, laboratories, etc, necessity in the locality, and the institution not to be run for profit to any individual, group or association of individuals or any other people. However, Sub-section 5 of Section 4 clarifies that the recognition granted under Sub-section (1) shall not, by itself enable an educational institution to receive aid from the Government. Section 5(1) of the Act stipulates that every educational institution shall have a Managing Committee or Governing Body, constituted in accordance with the rules made under the Act. Such educational institutions shall enjoy autonomy and flexibility in their functions to such extent as may be provided in the rules. The Managing Committee shall develop, in accordance with the rules made under the Act, a scheme of management. However, in the case of a private unaided educational institution which does not receive any aid from the Government, the scheme of management shall apply with variation and modification as may be prescribed.

Regarding Grant-in-Aid to recognized educational institutions, Section 6(1) stipulates that the Government may, after due appropriation made by the State Legislature by law in this behalf, set apart

a sum of money annually for payment of grant-in-aid to recognized private educational institutions, as considered necessary and justified. Only the institution fulfilling the conditions of recognition as laid down in Section 3(1) shall be eligible to receive grant-in-aid. Section 6(4) provides that the appropriate authority under this Act may stop, reduce or suspend aid to any educational institution for violation of any of the conditions prescribed in this behalf. Further Section 6(5) stipulates that the Government may set standards of quality and administration and provide grants to private educational institutions on the condition that a certain proportion of children as may be prescribed by the Government shall be admitted from disadvantaged backgrounds.

Chapter IV of the Act deals with conditions of service of employees of recognized educational institutions. As per Section 9(1) of the Act, the Government may make rules regulating the minimum qualifications for recruitment and the conditions of service of employees of recognized educational institutions, whether Government or aided private educational institutions. Section 9(2) states that no employee of a recognized educational institution shall be dismissed, removed or reduced in rank nor shall his service be otherwise terminated except with the prior approval of the appropriate authority. Sections 10 and 11 of the Act provide that every employee of the Government and private aided institutions shall be governed by such code of conduct as may be prescribed by the Government. Regarding salaries of employees, Section 11 stipulates that the scale of pay and allowances and other benefits for the employees of a Government or private aided educational institution shall be determined as may be prescribed by the Government from time to time. Sections 12, 13 and 14 of the Act include provisions applicable to unaided educational institutions. Section 12 confers powers on the State Government to make rules regulating the minimum qualifications for, and the method of recruitment of employees of unaided private educational institutions. Section 13 confers powers on the Managing Committee of an unaided educational institution to prescribe Code of Conduct for its employees. Section 14 of the Act confers powers on the State Government to prescribe rules, norms and procedures for admissions and fees and other charges to be collected from students.

The Act also empowers the State Government to prescribe fees and other charges that recognized institutions may collect from students. The recognized institutions desirous of levying different rates of fees and other charges are required to seek approval of the competent authority before the commencement of an academic session. Sub-section (4) of Section 17 provides:

- (a) Income derived by recognized unaided educational institution by way of fees shall be utilized only for such educational purposes as may be prescribed, and
- (b) Charges and payments realized and all other contributions, endowments and gifts received by such educational institution shall be utilized only for the specified purposes for which they are realized or received.

The Act empowers the State Government to subject a recognized educational institution to inspection and give direction to the Managing Committee to rectify the defect or the deficiency found at the time of inspection. If the Managing Committee fails to comply with the directions, the Government may take such action as it may think fit, including stoppage of aid and withdrawal of recognition.

In exercise of the powers conferred by clause (XXV) of Sub-section (2) of Section 30 of the Mizoram Education Act, 2003 the Mizoram Government framed the following rules for the recognition, Grants-in-Aid and regulation of private schools:

- (i) Grants-in-Aid for General Maintenance of Private School Rules, 2006.

- (ii) Establishment and Management of Private Higher Secondary School Rules, 2006.
- (iii) Establishment and Management of Private High School Rules, 2006.
- (iv) Establishment and Management of Private Middle School Rules, 2006.
- (v) Recognized Private Schools (Regulation) Rules, 2006.

The above mentioned rules classify the private recognized schools into two categories, namely,

- (i) Those under individual Educational Agency.
- (ii) Those under corporate Educational Agency.

The rules permit individuals or registered societies/trusts/groups of individuals/religious denominations to establish schools. The rules also lay down norms for the recognition of private schools, such as facilities for organizing instruction and co-curricular activities, scheme of management, minimum enrolment, fees and other funds, admission of students, inspection and audit of accounts, suspension and withdrawal of recognition, admissibility of grants-in-aid, recruitment, working conditions of teachers, etc. It is evident from the rules that education in private schools in Mizoram *prima facie* appears to be well regulated.

#### **12.4 Future Directions**

The contribution of private schools in the expansion of schooling facilities in the State needs to be recognized and appreciated and, therefore, they deserve to be supported by the State Government. However, it has been brought to the notice of the Commission that many private unaided schools adopt unethical practices to attract students, minimize expenditure and maximize receipts, such as admitting ineligible students, concentrating on the curriculum of Board classes and ignoring the curriculum of feeder classes, employing unqualified teachers and denying them the emoluments to which they are entitled.

*The Commission recommends that like Government and Government-aided schools, the functioning of private unaided schools should be continuously monitored for which the system of Panel Inspection should be introduced. The panel comprising education officials and subject experts should be appointed to undertake thorough inspection of schools. It must be ensured that every school is inspected at least once in three years.*

In the case of private unaided schools, the rules provide that the pay and allowances of teachers shall not be lower than the Minimum Wages prescribed by the State Government under the minimum wages Act, 1948. This implies that the private schools are not under obligations to grant the pay-scales allowed by the State Government to the teachers in the government or aided schools. This is indeed a matter of grave concern which needs to be addressed.

*The Commission recommends that the State Government should take effective measures to check exploitation of teachers in private schools by ensuring for them security of service and emoluments as per norms of the Department of Education.*

In order to ease the financial constraints of private schools, *the Commission recommends that the Schools should be permitted to levy fees commensurate with the facilities they provide to the students. However, it should be ensured that the fees are not such as lead to undue profits for the educational entity responsible for running the school.*



*The Commission recommends that the grant-in-aid should not be restricted to only salaries of teachers. The Department of School Education should prepare two lists of approved items of income and expenditure. The items of expenditure may include salary and allowances of teaching and non-teaching staff, retirement benefits, maintenance of building, water, electricity and telephone charges, upgradation and enrichment of instructional facilities like library, laboratories, etc. Likewise, the approved income may include receipt from fees, development funds, donations, etc. The grant-in-aid may be between 75% and 95% of the difference between the income and expenditure of the school. To begin with the grant-in-aid may be 75%, which may be progressively raised to 95% depending on the performance of the school.*

With the adoption of the above mentioned formula, classification of schools into categories like regular grant-in-aid, ad-hoc grant-in-aid, lump-sum grant-in-aid schools shall stand abolished. In the absence of regular teachers in adequate number in accordance with the norms of Teacher: Pupil Ratio and the number of subjects taught in the school, teachers have to be hired on contractual basis for a limited period. However, it has been brought to the notice of the Commission that the contract teachers remain on 'contract' for many years on a consolidated salary. Because of uncertainty about their future, such teachers are demotivated which adversely affects their performance.

The private aided schools should submit proposals for the creation of additional posts in the light of enhanced enrolment, addition of new sections, and introduction of new subjects before a specified date. The Directorate of School Education should accord its approval or otherwise at least one month before the commencement of the academic session.

## **12.5 Private Sector in Higher Education**

In Mizoram, the role of private sector in college education is negligible as almost all undergraduate colleges in the State are run by the State Government. One College, namely, Pachhunga University College (PUC), is a constituent College of the Mizoram University. There is only one private college, namely, Higher and Technical Education Institute, which has been established by the Baptist Mission at Lunglei. The Institute affiliated to the Mizoram University, presently offers undergraduate courses in Commerce and Computer Applications.

The Government of Mizoram has recently permitted the establishment of a private university, namely, ICFAI University, under an Act of the State Legislature. The university is presently functioning from a rented building but its own campus on a land area of approximately 17 acres is under construction in the outskirts of Aizawl city. At present, the ICFAI university is running MBA, BBA, BCA, BHTM courses at its Aizawl Centre and BBA and BCA courses at the Lunglei Centre. The number of students pursuing the above mentioned courses at present is very small. However, it is expected that the enrolments will grow with the passage of time when the university succeeds in establishing its credentials.

The offices of the Vice-chancellor and other senior functionaries of the university are located at Hyderabad on the campus of the sponsoring organization. The ICFAI has expertise in the fields of Management, Finance, Law and Information Technology. The university has plans to offer postgraduate and research programmes in the above mentioned disciplines.

## 12.6 Public Private Partnership

With the advent of the policies of liberalization and privatization in various spheres of social and economic activity, the private sector has explored various avenues for investment in education. A number of industrial houses and business companies have entered the education sector treating it as an 'Industry'. There is justification for the 'Industry' to expect reasonable returns from their investments in education as they do not enter the education sector with 'service' motive out of philanthropic considerations. However, the public sector can neither abdicate its responsibility of providing essential educational services to the poor citizens of the country nor it can afford to make provision for all kinds of education at all levels on its own because of financial constraints. Thus, in such circumstances meaningful partnership between the public and private sector becomes inevitable.

So far, in Mizoram, only two models of Public Private Partnership (PPP) have been attempted. The first model is, of course, the conventional one, wherein the private educational entity establishes a school, constructs and maintains the school building, provides the required instructional facilities and manages the functioning of the school under the supervision of the government and with the grant-in-aid received from it.

The second model of PPP is that of the ICFAI University where the Private Educational entity makes investments in physical infrastructure and the State Government provides legal framework by permitting the establishment of the university under an Act of the State legislature. This model of PPP has been attempted in several States of India.

There is a need to devise a variety of PPP models allowing the private sector and the public sector to mutually reinforce the efforts of each other in the expansion of educational facilities at different levels in diverse fields.

*The Commission recommends the following PPP models for adoption in the State:*

*Model 1: The local community provides land free of cost and the State Government establishes an institution and runs it like any other Government institution. The local community may also give donations in cash or kind from time to time for the augmentation of infrastructural facilities like additional classrooms, laboratories, libraries, equipment, playgrounds, etc. In lieu of its contributions, the elected representatives of the Community may be appointed as members of the Managing Committee of the institution and should be responsible for monitoring its day to day functioning. There should be proper acknowledgment of the donations/contributions made by individuals or groups of individuals. The model envisages joint ownership of the State Government and the local community. This model may be adopted for the establishment of high/higher secondary schools.*

*Model 2: The State Government invites established and reputed educational entities from within Mizoram or outside Mizoram like Church to establish such institutions as are not presently in existence in the State. This model may be adopted in respect of institutions of higher or professional education or for specialized areas of study. The State Government provides the required land free of cost to the educational entity, who in turn constructs the campus and runs the institution as per the norms of the affiliating Board/University and as per the terms and conditions contained in the Memorandum of Understanding (MoU) to be signed between the State Government and the educational entity. The educational entity may be permitted to*

*recover the costs of its investments alongwith reasonable returns through the levy of fees, which of course should be at differential rates for Mizo and non-Mizo students.*

*This model may be adopted in respect of the following:*

- (i) Residential High/Higher Secondary Schools*
- (ii) Sports School*
- (iii) Sainik School*
- (iv) College of Mining Engineering*
- (v) Sports and Physical Education College*
- (vi) Institution of Mass Communication and Journalism*
- (vii) College of Fine Arts*
- (viii) Medical College*
- (ix) Agricultural College*

*The list given above is by no means exhaustive, and therefore, additional fields of study may be identified.*

*Model 3: The State Government identifies a field of study and decides the type of institution to be established. It invites Expression of Interest (EoI) from the educational entities having prior experience in the concerned field. The identified agency procures land, constructs the campus and hands over the facilities to the State Government for running the institution. The State Government reimburses the cost alongwith interest to the concerned entity in 15-20 years.*

There cannot be any finality in the possible contours of the PPP models. The State Government and the interested educational entities have to negotiate the terms and conditions to be incorporated in the MoU. There should be scope for variation in the terms and conditions depending upon the nature, objectives and beneficiaries of the institution under consideration.

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## CHAPTER 13

### EDUCATIONAL GOVERNANCE IN MIZORAM

#### 13.1 Background

The health of educational enterprise in any society depends upon the appropriateness of the policy frames and on the organizational structures created to facilitate translation of the policies into implementable programmes to meet the present concerns and future societal aspirations. The policy framework is provided by the Constitutional provisions, legislative resolutions and the central and state legislations relating to different aspects of education, and all matters relating to education such as sports, arts, culture, employment, etc. More specifically, the following constitute the policy framework for the organization and running of the educational system in Mizoram:

- (i) Constitution of India specially its Preamble, its Articles relating to fundamental rights and duties of citizens, Directive Principles of State policy relating to education (Article 45).
- (ii) National Policy on Education – 1986/1992.
- (iii) Mizoram Education Act 2003 and Rules made thereunder.
- (iv) Right of Children to Free and Compulsory Education Act, 2009 and Rules made thereunder.

In order to implement the will of the people as reflected in the Constitution and Acts passed by the State legislature or the Union Parliament, some advisory, professional and administrative structures have to be established. In Mizoram, the functioning of the following structures which are currently in place need to be examined.

#### 13.2 State Advisory Board of Education

Article 26 of the Mizoram Education Act, 2003 enjoins upon the State to establish the State Advisory Board of Education (SABE) to advise the State Government on matters relating to Educational Policy and Administration. It further specifies that the Chairman of the Board shall be appointed or nominated by the Government. Besides the Chairman, the Board comprises five ex-officio members, six eminent educationists, four representatives of teacher unions and three representatives of Autonomous District Councils.

The functions and responsibilities of the SABE have been indicated in a generalized all-encompassing statement, that is, '*to advise the Government on matters relating to educational Policy or Administration*'. Since the SABE is the highest Advisory Body for education in the State, it should not be required to deal with small day-to-day administrative matters. Instead, it should deal only with policy-related matters. More specifically, it should perform the following functions:-

- (i) To *advise* on matters relating to Education Acts, Rules and Regulations.
- (ii) To *advise* regarding formulation and implementation of schemes/projects/programmes aimed at improving the access, retention and quality at different levels of education.
- (iii) To *advise* on all matters relating to curricula, syllabi and instructional materials proposed to be introduced at different levels.
- (iv) To *review* the examination pattern of various examining bodies and suggest appropriate modifications, wherever necessary.

- (v) To *advise* on formulation of policies relating to the recruitment, deployment and career advancement of the teaching, non-teaching and administrative staff in the Department of Education.
- (vi) To *assist* the government in the formulation of policies and programmes of teachers' continuing education and professional development.
- (vii) To *assist* the Government in the formulation of policies and schemes for the welfare of students and teachers.
- (viii) To *formulate* guidelines for the development of Norms and Standards for the schools, colleges and other educational institutions in the State.

The membership of the SABE needs re-consideration. In the category of ex-officio members, Director of SCERT, Principal of CTE, Principal of a technical education institution, need to be included. The representatives of teachers' unions are represented on the SABE, but Principals of Colleges and higher secondary schools, headmasters of upper primary (middle) and high schools, Principals of Private Schools and DEOs, etc. are not represented. In the category of eminent educationists, separate provisions need to be made in respect of different sectors of education, that is, school education, tertiary education, technical and professional education.

It must be ensured that the SABE meets twice in a year as stipulated in the Act. Its meetings should be conducted after thorough preparation. A small Cell or a Desk Officer in the secretariat should be entrusted with the responsibility to prepare the Agenda notes, get draft schemes, proposals, etc. from different departments, institutions, and organizations; organize the meetings and continuously oversee the follow-up action on its decisions. The Cell shall also facilitate the work of Study Groups or Task Forces constituted in pursuance of its recommendations.

### **13.3 Department of Education**

At present, in Mizoram, two departments, namely,

- (i) Department of School Education and Department of Higher and Technical Education deal with different sectors of education. As such there are two separate secretariats, each headed by a Secretary to the Government of Mizoram. In bigger States, different aspects of education are looked after by different Ministers, and each Minister is assisted by a separate Secretary. However, Mizoram, being a small State, has little justification for having two separate Ministries and Secretariats. In the interest of cost effectiveness and better coordination among different sectors of education, it would be more prudent to have only one ministry or department of education with one Minister and one Secretary to the Government. The Department can be further sub-divided into Directorates or Wings under the overall supervision of the Secretary.

#### *13.3.1 Directorates of Education*

Education in Mizoram is administered by the Department of Education through the instrumentality of three Directorates, namely, (i) Directorate of Higher and Technical Education, (ii) Directorate of School Education, and (iii) Directorate of SCERT. The Directorate of SCERT was separated from the Directorate of School Education in the year 2008. The three Directorates are headed by academic officers designated as Directors.

The Middle School Teachers' Association and Education Officers dealing with elementary stage of education have demanded a separate Directorate of Elementary Education by bifurcating the present Directorate of School Education into two separate Directorates of Elementary and Secondary Education. It has been argued that an

independent Directorate dedicated to the task of universalizing Elementary Education shall be in a better position to fulfill the task by ensuring effective monitoring and supervision of elementary schools. In bigger States of India, separate Directorates of Elementary and Secondary Education do exist but in Mizoram, a small State with a small-sized education system, compartmentalization in the school education sector for administrative purposes is not advisable as it is likely to place unnecessary burden on the State exchequer. However, a separate wing in the Directorate of School Education to deal with matters relating to elementary education could be established under the leadership of an officer of the level of Joint Director.

Regarding the Directorate of Higher and Technical Education, there is a view that a separate Directorate of Technical Education shall facilitate more effective monitoring and supervision of the fast expanding system of technical education in the State. However, both higher education and technical education systems under the State Government or in the State-regulated private sector are very small systems as the number of higher education institutions and technical education institutions is less than 30 and 10 respectively. Therefore, it would be advisable to maintain the status quo for the time being and the question of a separate Directorate of Technical Education could be considered sometimes in future when the number of technical and professional institutions becomes sizeable meriting a separate administrative structure.

Though SCERT has been granted the status of a separate Directorate, yet the question of its status in the education system of the State needs re-examination. The SCERT is visualized as a counterpart organization of the NCERT at the State level and is supposed to perform the functions similar to those of the NCERT but in the context of the needs of the state. The NCERT is an autonomous organization of the Union Ministry of Human Resource Development and is registered as a Society under Society Registration Act, XXVI of 1860. The Union Minister of Human Resource Development (HRD) is the President of the NCERT and as such presides over the meetings of the Executive Committee and the General Body of the Council. The NCERT enjoys autonomy in academic matters but is controlled administratively and financially by the Ministry of HRD.

The SCERTs in a couple of states (Delhi, Kerala) have been set up as autonomous societies and are mandated to perform the functions listed in their respective Memorandum of Association (MoA). The important policy-related and administrative matters are resolved collectively in the meetings of governing bodies and thus red tapism involved in the bureaucratic procedures is ruled out. With the establishment of a Society, the staff automatically becomes part of a separate cadre. In case the State government decides to convert SCERT into a Society, it will have to ensure proper salary scales and retirement benefits to the employees.

In some other states, the functions of SCERT are entrusted to a separate Directorate (Orissa, Karnataka, Tamil Nadu) which deal with Teacher Education, Curriculum Development and Educational Research. The Directorate is headed by a Director, who is equal in rank with other Directors in the Department of Education. The Directorate performs administrative functions in respect of teacher education institutions and academic Research and Development (R&D) for various stages of school education and various teacher education programmes.

The third model of SCERT, prevalent in some of the states, is that of its being a wing of the Directorate of School Education, headed by an officer designated as Director but whose rank is that of the Additional Director or Joint Director in the Department of

education. In Mizoram, before its upgradation as a Directorate, the senior-most officer in the SCERT was designated as Joint Director.

In order to raise the status of SCERT, the following alternatives were examined by the Commission:

a) *Directorate of Teacher Education, Research and Training*

A separate Directorate of Teacher Education, Research and Training (DTERT) shall comprise the present SCERT, CTE, Mizoram Hindi Training College and DIETs/DRCs. At present, the CTE and Mizoram Hindi Training College, being part of the higher education system, are placed in the Directorate of Higher Education and as such the academic staff in these institutions are entitled to the UGC pay scales. However, the pay scales of academic staff in the SCERT and the DIETs are linked with the pay scales of academic staff of comparable levels in the State. If both SCERT and CTE are to be placed in the same Directorate, the SCERT staff will be entitled to the UGC pay scales, so that a common cadre of the academic staff in the College of Education and SCERT is established. However, it would be difficult to establish such a Directorate in the near future as it would mean putting persons of school cadre and college cadre together in the same pay scales with similar service conditions.

b) *Directorate of SCERT*

The present arrangement of a separate Directorate of SCERT with administrative control over DIETs could be continued with some modifications. The SCERT is supposed to be an apex State-level R&D institution in the field of school education, its staff should comprise academics with inclination and competence for undertaking research and development work. Therefore, instead of designations of administrative officers like Deputy Directors, etc. the staff of SCERT should have academic designations like Assistant Professor, Associate Professor, etc. The DIETs should also be manned by academics with similar designations.

The nomenclature 'Directorate of SCERT', however, looks odd because a Council cannot be located within a Directorate. It has to be either a Directorate, or a Council.

*The Commission recommends that the SCERT should retain its original nomenclature of the State Council of Educational Research and Training (SCERT). But, its status in the Department of Education should be at par with the other wings of the Department, that is, Directorates and its Director should be equal in rank and status with other Directors in the Department. The SCERT may function as a separate wing of the Department of Education under the direct supervision of the Education Secretary. In its academic and administrative functions, the SCERT may be guided by an Executive Committee, under the Chairpersonship of the Education Secretary. The Committee may comprise:*

- |   |            |
|---|------------|
| 1. Secretary (Education)                      | : Chairman |
| 2. Director of School Education               | : Member   |
| 3. Director of Higher and Technical Education | : Member   |
| 4. Director of SCERT                          | : Member   |
| 5. President MBSE                             | : Member   |

- |   |                           |
|---|---------------------------|
| 6. <i>Head, Department of Education, Mizoram University</i> | : <i>Member</i>           |
| 7. <i>Principal, CTE</i>                                    | : <i>Member</i>           |
| 8. <i>Principal Mizoram Hindi Training College</i>          | : <i>Member</i>           |
| 9. <i>One Principal of DIET</i>                             | : <i>Member</i>           |
| 10. <i>Joint Director, SCERT</i>                            | : <i>Member Secretary</i> |

The Committee may be named as the Executive Committee or the Governing Body of the SCERT. It may have the following functions:

- (i) To *lay down* policies regarding functions to be performed by the SCERT.
- (ii) To *lay down* guidelines regarding programmes to be undertaken by the SCERT and DIETs.
- (iii) To *formulate* guidelines regarding the linkages of SCERT with other academic institutions and departments.
- (iv) To *examine and approve* the annual plans of the SCERT and DIETs.
- (v) To *finalize* service conditions including Recruitment Rules of the staff of the SCERT and DIETs.

The Committee should meet at least twice in a year. The second meeting should be held sometimes in the month of March for the consideration of the Annual Plans so that work on the approved programmes could be started immediately after the commencement of the new academic session.

### 13.3.2 Mizoram Board of School Education

In pursuance of the Mizoram Board of School Education (MBSE) Act, 1975, the MBSE came into being on 23<sup>rd</sup> December, 1976, for the regulation, supervision and development of school education. Its roles and functions as enunciated in Section 11 of MBSE Act include development of curriculum, syllabi, and textbooks in all subjects for all stages of school education, in-service training of teachers, research in education including examinations and conduct of public examinations at the end of different sub-stages of school education. At present, the Board conducts the following examinations:

- (i) Higher Secondary School Leaving Certificate Examination (HSSLC) at the end of Class XII.
- (ii) High School Leaving Certificate Examination (HSLC) at the end of Class X.
- (iii) Middle English School Leaving Certificate Examination at the end of Class VII.
- (iv) Middle School Leaving Certificate Examination at the end of Class VII.
- (v) Primary School Leaving Certificate Examination at the end of Class IV.
- (vi) Diploma in Teacher Education (D.T.Ed.) Examination.

The Board conducts the Higher Secondary/High School and D.T.Ed. examinations directly at the State level, but conducts the Middle School and Primary School Examinations through the District Examination Committees.

The NPE-1986 had recommended that no Public examination should be held before Class X. But this recommendation has not been implemented in Mizoram so far. Section 30 (1) of the RTE Act 2009, restates the earlier recommendation of NPE-1986 that Public Examination upto Elementary Stage of Education shall not be conducted and no student shall be held back till the completion of elementary education. In order to implement the



*Right of Children to Free and Compulsory Education Act, 2009*, the Middle school and Primary school examinations shall have to be replaced by the Continuous Comprehensive Evaluation (CCE) to be organized by schools on their own. In order to abolish the Public Examinations at the end of Class IV and VII, the MBSE Act or the Rules may be amended, if necessary.

At the time of establishment of MBSE in 1975, no other academic institution responsible for curriculum development, research or teachers' in-service education was in existence in the State. Therefore, the MBSE Act entrusted all R&D functions in respect of the entire school stage to the Board. However, subsequently in 1989, the SCERT was established to perform the functions comparable to those performed by the NCERT at the State level but the responsibility for the development of curriculum, syllabi, and textbooks remained with the Board.

The Commission is of the view that the task of curriculum and textbooks legitimately belongs to the domain of the SCERT. However, the Commission has observed that the SCERT is not yet ready to undertake this responsibility in its entirety.

*Therefore, the Commission recommends that to begin with, the responsibility for the curriculum development in respect of pre-primary and elementary stages should be transferred to the SCERT, while the curriculum development for the secondary and higher secondary stages should remain with the Board.*

The Academic and Research wing of the Board needs to be strengthened, so as to equip it for conducting training of paper setters and evaluators. It should also conduct research to analyse examination results leading to improvements in curriculum and syllabi, if necessary. The Board can also undertake research to evolve better evaluation procedures and improved question papers.

The membership of the Board also needs to be re-examined. The Ex-officio members not concerned with school education may be dropped. There must be provision for the nomination of 4-6 eminent educationists having expertise in curriculum and evaluation, particularly examination reforms. This will go a long way in raising the level of discussions in the meetings of the Board.

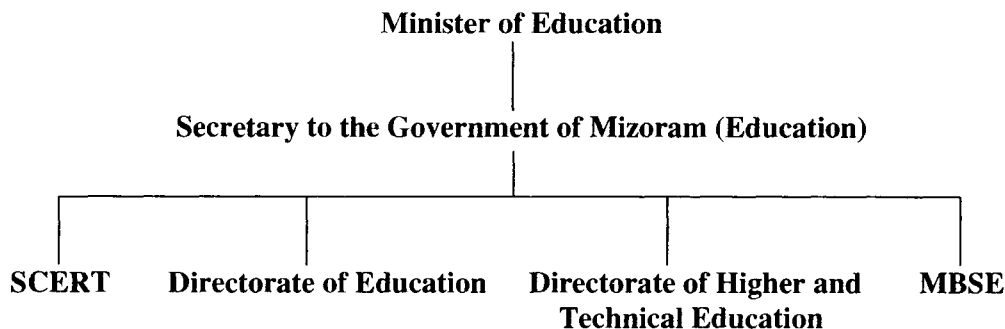
The President, the Secretary and the Controller of examinations are the Principal Officers of the Board. The effectiveness of the Board depends, to a large extent, on the suitability of the officers, who hold these positions.

*In view of the above stipulations, the Commission recommends that the Academic and Research Wing of the Board should be strengthened, membership of the Board should be re-examined and a suitable mechanism should be evolved to identify most competent persons for the positions of the President, the Secretary, and the Controller of Examinations (CoE) in the MBSE. This could be either done through specially constituted selection (search) Committees or the Mizoram Public Service Commission (MPSC).*

The MBSE is not self-sufficient in terms of its financial resources as its receipt from examination fees is not adequate to meet its expenditure and, therefore, it is dependent on government grants. In order to ensure availability of funds on time, it would be advisable to create a separate Budget Head for the Board in the overall budget of the Department of Education.

*In sum, the Department of Education in the State may comprise one secretariat and four administrative wings, namely, Directorate of School Education, Directorate of Higher and Technical Education, SCERT and MBSE with separate budget Heads and maximum possible functional autonomy. The proposal structure of the department is presented in the diagram given below:*

### **Organizational Structure of the Department of Education**



#### **13.4 Inspectorate of Education**

The educational administration and supervision at the district level comprises three tiers, that is, District, Sub-Division and Circle. The District Education Office is headed by the District Education Officer (DEO) who is responsible for the supervision of all schools, the Government schools, aided schools, unaided recognized schools and special schools like Mizoram Institute of Comprehensive Education (MICE) and the Blind School. The Hindi Propagation Officer attached with the District Office looks after the programme of Hindi teaching in the district.

A District is divided into Sub-Divisions and each Sub-Division is further divided into Education Circles. The Sub-Divisional Education Officer (SDEO) is the overall in-charge of the Sub-Division in respect of Primary and Middle schools located in the jurisdiction of the Sub-Division. In the inspection of Primary and Middle Schools, the SDEO is assisted by the Circle Education Officers (CEOs) in their respective circles.

The functions of the DEO and the SDEO are not restricted to mere periodical inspection of schools under their jurisdiction. Being important constituents of the total system of educational governance in the State, they ought to be responsible for ensuring conducive working conditions in schools enabling the teachers to discharge their duties at the optimum level of their efficiency. This will involve provision of necessary infrastructural and instructional facilities and deployment of teaching and non-teaching staff in adequate number in all schools under their jurisdiction.

The concept of inspection which instills some sort of fear among teachers needs to be replaced by a more teacher-friendly concept like supervision or mentoring. Besides carrying out inspection of infrastructural facilities, maintenance of essential records and accounts, the inspecting (supervisory) staff should also be required to provide on-the-spot guidance to the teachers to solve their academic problems, if possible. However, a supervisor or the inspecting officer cannot be expected to address teachers' difficulties in all subject areas and, therefore, it will be advisable to elicit the assistance of subject experts in the neighbourhood. The observations of the inspection team must be communicated to the teachers and the school concerned for proper follow up. The inspection reports of schools in an academic year in a district should be compiled and analyzed at the district level to prepare a consolidated district report, which may be submitted to the Directorate of Education for initiating the required administrative measures to address the problems of the

schools. The district reports may form the basis for the preparation of the consolidated report at the State level. The State and district inspection reports should also be made available to the institutions like SCERT, CTE and DIETs enabling them to consider the available feedback for designing in-service education programmes and curricular materials in different subject areas. These reports should be relied upon as the credible inputs for the preparation of district and state education plans.

In the exercise of powers conferred under Section 30 of the Mizoram Education Act, 2003, the Government of Mizoram notified Mizoram Education (Inspection of Recognized Schools) Rules in 2008. The Rules empower DEOs to conduct inspection of all schools in the District, including higher secondary schools. The Principals of higher secondary schools have made several representations requesting amendments in the rules to entrust the responsibility of inspecting higher secondary schools to the Joint Director in the Directorate of School Education, as DEOs, in their perception, being of the same rank and in the same pay scale, are not empowered to inspect their schools. However, without examining the merits of their objection on purely technical grounds, we feel that the system of inspection by individual officers single handedly has quite a few inherent weaknesses like inadequate coverage, lack of comprehensiveness, inability to provide guidance in different curricular areas and pre-occupation with administrative matters. *The individual inspections need to be replaced by panel inspections. The DEO or SDEO may have the authority to appoint a panel of experts to undertake inspection of a school alongwith him or on his behalf. An inspection panel may comprise 3-4 experts in different subject areas. The panel may comprise eminent educationists, College teachers, Principals of higher secondary and high schools, and the faculty of teacher education institutions. One of the experts on the panel and the concerned SDEO or DEO may be designated as the Chairman and Convenor of the panel respectively. The Convenor shall coordinate the work of the panel and subsequently shall ensure proper action on recommendations and observations of the panel. It may be difficult to organize panel inspection of all the schools every year due to several administrative reasons. Moreover, it may be difficult for a school in many cases to act upon the inspection report before the next inspection if it is held every year. Therefore, it would be more advisable to organize Panel inspection in every school once in three years. The report of the panel inspection shall have higher credibility as it reduces the element of subjectivity to a considerable extent. Moreover, the first report of a school may set the benchmarks against which its progress could be assessed during subsequent inspections. The reports of Panel Inspection should form the basis for the preparation of consolidated district level and state level reports.*

In order to streamline the system of school inspections and to enhance the administrative efficiency, the District Education Officer need to be strengthened by providing them adequate supporting staff.

*The Commission recommends that the post of the Deputy District Education Officer (DDEO) for each district should be created. The Commission further recommends that the Circle Education Officer (CEO) should be re-designated as Assistant Education Officer (AEO) as the designation CEO has different connotations and is not in conformity with the designations of comparable positions in other States.*

The inspecting staff do have their offices at the District or Sub-Division Headquarters but the nature of their job requires them to be in the field frequently in connection with the annual inspections, surprise inspections, participation in meetings with the community, etc. Therefore, the department should make enough provision for the reimbursement of actual travel expenses or allow them fixed monthly allowance or allow them the use of official vehicle by fixing the ceiling of POL expenses.

## 13.5 School Management

The system of educational governance at the state, district or sub-district level has no doubt an important role in the organization of the educational system but its function is primarily supportive in nature. But the achievement of educational objectives depends to a large extent on the way education is organized in schools, how the school personnel approach their responsibilities and how the prescribed curriculum is transacted in classrooms. But schools need sufficient amount of autonomy to plan and conduct their programmes within the framework of policies formulated at the higher levels. The Principals and Headmasters should be delegated enough powers enabling them to solve their day to day problems at their own level. For instance, the Principals of higher secondary schools and headmasters of high schools may be given powers to appoint teachers on contract-basis against leave vacancies, for which an appropriate procedure may be prescribed.

There is a need to involve the local community in the day to day functioning of a school. The local community and the parents of children studying in a school have a major stake in its proper functioning. In order to concretize the concept of decentralized administration, the school Heads have to be entrusted with the responsibility to administer the school under the direct supervision and guidance of the representatives of the local community and those of the parents. The Right of Children to Free and Compulsory Education Act, 2009 makes it mandatory for every Elementary school to have a School Managing Committee (SMC) comprising representatives of parents, teachers, elected members of local bodies like Village Councils, Municipal Committees, etc. The Act Visualizes SMC in the context of Elementary Schools but its usefulness for all levels of schools is beyond doubt.

Therefore, *the Commission recommends that a Managing Committee should be appointed for every school. The State Government should frame rules specifying the composition, functions and powers of SMC for all levels of schools.* In this regard, the following suggestions may be considered:

### 13.5.1 Composition

SMC may comprise:

- Representatives of the parents of children studying in the school
- Representatives of the neighbourhood community/NGOs
- Representatives of teachers
- Elected members of the local bodies

While an eminent citizen may be named as the Chairman of the Committee, the School Headmaster/Principal may be named as the Secretary responsible for convening meetings, preparing minutes and implementing decisions of the Committee.

### 13.5.2 Functions

SMC may perform the following functions:

- To *monitor* and *supervise* the functioning of the school including attendance of teachers and students
- To *assist* in students' enrolment
- To *assist* in the mobilization of additional resources required
- To *prepare* School Development Plan (SDP) for submission to the appropriate authorities

- To *oversee* Civil Works, implementation of mid-day meal scheme, procurement of materials and equipments
- To *appoint* contract teachers against requirement of additional teachers and also against leave vacancies
- To *authorize* expenditure out of the School Development Fund collected from students and/or received from the State Government and the Community.

### **13.6 Regulating Education under the Mizoram Education Act, 2003**

The Section 30 of the Mizoram Education Act, 2003 empowers the State Government to make rules to carry out various provisions of the Act. The rules regarding recognition of Middle, High and Higher Secondary School and inspection of recognized schools have already been notified.

The Clause (i) of Sub-section (2) of Section 30 of the Act, empowers the State Government to frame rules regarding the manner in which education may be regulated and conducted in Mizoram. The Commission felt that new rules in respect of the following need to be framed.

#### *13.6.1 Academic Session*

The academic session for schools in most of the States in India is from April to March and for higher and technical education programmes, the new session generally starts in the month of July, that is, immediately after the declaration of Class XII results in the month of May/June. But in the State of Mizoram, the new academic session for Classes I – X starts in the month of January and ends in the month of December but the final examinations for different classes are held sometimes in the month of November. The intervening period between the completion of annual examination in the month of November and commencement of new session in the month of January is the vacation period for students. However, academic calendar for the higher secondary stage of education is different from that of the lower stages, as final Board examination of Class XII is held in the month of February and the new session commences in the month of April. This means that the students appearing in the final Class X Board examination in February shall have to wait till April to resume their studies in Class XI.

During the past few years, mobility of students has increased due to better connectivity with different parts of India and also because of improved socio-economic conditions of Mizo people, and, therefore, a large number of Mizo students every year join higher education institutions in other parts of the country. The long gap between the final examination of a stage of education and commencement of the academic session for the next higher stage means wastage of time for students. Therefore, it would be advisable for the State Department of Education to adopt April to March as the Academic Session for all stages of school education and July to June for the tertiary and professional education in the state.

The Commission has deliberately refrained from making an explicit recommendation on the issue of academic Calendar in view of the strong feelings among a section of the Mizo society in favour of maintaining the status quo. Therefore, it would be desirable to build consensus in the society before switching over to the suggested academic calendar. This can be done through the organization of seminars, conferences, etc. and organization of a debate in the media, both print and electronics.

### 13.6.2 Norms for the Establishment of Schools

The Right of Children to Free and Compulsory Education Act, 2009 prescribes norms relating to teachers and infrastructural and instructional facilities for elementary schools. The norms given in the Schedule to the Act are the minimum and are based on a macro picture of the state of elementary education in the country. There is a need to develop and prescribe comprehensive norms for different levels of schools in tune with the geographical and demographic conditions in the state of Mizoram.

The Government of Mizoram has already notified rules for the recognition of Private Schools. The rules do include some specifications regarding land, classrooms teachers, etc. but have not been elaborated.

*The Commission recommends that the State Government should initiate appropriate action to evolve Norms and Standards separately for different levels of schools, that is, primary, elementary, secondary and higher secondary schools. The notified norms should be applicable for the government as well as aided and unaided schools. The notified norms should form the basis for the preparation of School Development Plan by the SMC on the one hand and on the other these should also serve as the reference criteria for use during annual and panel inspections.*

The following must be included in the Norms:

- (i) Land area
- (ii) Number of classrooms @ one classroom per one section
- (iii) Playground
- (iv) Headmaster's room
- (v) Staff room
- (vi) Library
- (vii) Science laboratories
- (viii) Art, Music and Physical Education Rooms
- (ix) ICT Laboratory
- (x) Sports Material, Musical Instruments, Arts and Craft material
- (xi) Teaching Learning Material, Audio Video Equipments
- (xii) Subject-wise teachers along with qualifications
- (xiii) Furniture
- (xiv) Toilet facilities
- (xv) Drinking water
- (xvi) Kitchen/Canteen

The above list is only suggestive and could be modified in the light of the needs of a particular school. A primary school may not require all the items mentioned above but a higher secondary school may need many more things not included in the above list.

*The Commission recommends that the Directorate of School Education and the MBSE should revisit the norms prescribed by them for the recognition and affiliation of schools respectively in the light of the new norms and standards prescribed by the State.*

### 13.6.3 Rationalization of Schooling Facilities

The data provided by the Directorate of School Education regarding school-wise enrolment have revealed that out of 1,165 Government Primary Schools as many as 333 schools (approx. 29%) have less than 50 students on their rolls and another 402 schools

(approx. 34%) have a student strength between 51-75 students on their rolls. In the case of Middle Schools, the situation is almost similar. The number of students in 29 schools out of a total of 629 schools is less than 20, while in 304 schools, the enrollment is between 21-50. Thus, as many as 333 schools out of 629 schools (approx. 53%) have less than 50 students in three classes, that is, V to VII. In the case of high schools 57 out of 204 schools (approx. 28%) have less than 50 students on their rolls and another 48 schools (approx. 23%) have student strength between 51-75.

The issues arising out of the above situation have been discussed in *Chapter 5: School Education: Concerns and Imperatives*. However, the discussion is reiterated to maintain continuity of the deliberations. It is understood that the small sized schools are expensive in comparison to the schools which have optimal level of student strength as the prescribed infrastructural and instructional facilities alongwith the specified number of teachers have to be provided in a school irrespective of the number of students. In a Middle or a High School, at least one teacher for each subject has to be provided. However, in small schools, it becomes difficult to provide separate teachers in all subjects, specially in non-examination subjects like physical education, visual arts, performing arts and work experience. As a result of the non-availability of teachers in certain subjects, the responsibility for teaching those subjects has to be shouldered by the teachers of other subjects. Moreover, in a small school, it is not possible to provide all the essential facilities like library, laboratory, workshops, playfields, sports equipment, arts and crafts materials, etc. In the absence of essential infrastructure and other facilities, it is the quality of education that suffers the most.

The problem of unviable institutions exists in the college education as well. The reasons for the existence of small-sized colleges and their impact on the quality of education as well as on the state exchequer is similar to that of small sized schools. Therefore, similar strategies may have to be attempted in their case too.

The following appear to be the prima facie reasons for the existence of unviable government schools and colleges:

- (i) Establishment of schools and colleges on the basis of popular demand without taking into consideration the size of the student population in the catchment area of the institution.
- (ii) Migration of government school students to the private schools.
- (iii) Mushrooming growth of the private unaided schools.
- (iv) Exclusive stage-specific schools.

A multi-pronged strategy shall be required to address the problem of small sized unviable institutions. The amalgamation of institutions, both horizontal and vertical, that is, among schools of the same stage and among schools of different stages respectively, is needed to solve the problem. The adoption of the policy of comprehensive or composite schools shall ensure vertical amalgamation of stage-specific schools but for the horizontal amalgamation of same stage school, each case shall have to be reviewed separately for which suitable criteria based on the total population, student population, number of existing schools and distance from different habitations in the catchment area of the school and the number of institutions required, should be evolved.

*The Commission recommends that the State Government should Commission a comprehensive school mapping study to find out the schools which could be merged with other institutions in the neighbourhood.*

In addition to rationalization of the government run schools, it should be ensured that private schools are allowed at only those places where they are required and are likely to supplement the efforts of the state government. The private schools offering such curricular areas as are not offered in the existing government schools may be allowed as such institutions, in fact, supplement the governmental efforts.

In the case of high schools, higher secondary schools and colleges, it is more appropriate to have fewer well-equipped bigger institutions at a limited number of places rather than to have a large number of ill-equipped institutions at smaller places. It would be more economical to provide hostel facilities in the centrally located institution than to establish separate institutions at the places where the student population is small. In addition to the hostel facilities, transport facilities need to be strengthened to enable the students to conveniently commute from their residence to the institution and back.

### **13.7 Mizoram Education Service**

A number of teachers' unions in Mizoram have time and again submitted representations demanding Constitution of Mizoram Education Service (MES). It has been argued that since Mizoram Police Service and Mizoram Judicial Service have already been constituted, there is a strong case for the Constitution of the MES also. The State Advisory Board of Education (SABE) discussed the matter in the month of April 2009 and resolved to refer the matter to the Education Reforms Commission Mizoram.

At the national level, during the British period, Indian Education Service (IES) was in place and the senior positions in the Department of Education were manned by the members of IES. However, the service was disbanded subsequently. In the post-independence period, the revival of IES has been demanded and considered time and again. There has been policy support to the idea but the service has not been revived so far. The positions of Deputy Secretary and above in the Union Ministry of Human Resource Development (HRD), Secretaries in the State Government, Directors of Education in a majority of states and even Directors of SCERTs in some states are manned by the officers of the Indian Administrative Service (IAS).

At the state level, State Education Service (SES) is in existence in many States. There are two broad patterns for the selection of officers of the SES. In some states, various administrative and teaching positions are classified as Class I or II gazetted posts and the officers selected or appointed against these posts are designated as Class I or II officers of the Education Service of the concerned state. Such positions are filled either through direct recruitment or through promotion from the feeder cadres. In some other states, some administrative officers for the education department are selected through the State Civil Services Examinations conducted by the State Public Service Commission. For example, in the state of Uttar Pradesh, the position of Basic Shiksha Adhikari (BSA) is included in the State Civil Services.

In Mizoram, Administrative Officers in the Department of Education include Director, Joint Director, Deputy Director, DEO, SDEO, CEO, subject specific officers like Physical Education Officer, Hindi Propagation Officer and Heads of Schools, Colleges and Teacher Education Institutions.

The basis of constituting a specialized service in education or educational administration rests on the premise that the bright young people inducted into the system bring dynamism to the task of administering and monitoring the functioning of the educational system. However, educational administration is different from Public administration in some ways as it also includes



the concept of supervision which implies providing professional guidance and support to the teachers in all aspects of their work. A person heading an Educational Institution, no doubt, has to manage the academic as well as administrative affairs of the institution but at the same time he/she does not cease to be a teacher. Therefore, a person inducted into the educational service should have some experience of teaching besides possessing academic and professional qualifications for the Principals of higher secondary schools and colleges. However, the school and college teachers not interested to take up administrative positions should have the option to stick to teaching within MES.

After examining the issue in detail, *the Commission recommends that the State Government should initiate appropriate action for the Constitution of a specialized Education Service in Mizoram for which a Task Force may be set up to work out the necessary details. The broad parameters for the establishment of the MES are suggested below:*

- (i) There should be a common MES for higher education, technical education, school education and the SCERT.*
- (ii) The minimum entry qualification to the service should be post-graduate degree with three years teaching or research experience in the recognized educational institutions.*
- (iii) In the initial years of the establishment of MES, the age limit may be 24-45 years but after a few years it could be 24-35 years.*
- (iv) The candidates selected for MES may be provided intensive training in educational management for about 6 months.*
- (v) The MES should include officers like Director, Joint Director, Deputy Director, Assistant Director, DEO, SDEO, CEO, Principal of Higher Secondary School, Headmaster of Middle and High School.*
- (vi) The mode of selection should be written examination followed by personal interview to be conducted by MPSC.*
- (vii) During the transition period (initial 5 years) 50% cadre posts should be filled up by promotion and the rest through MES, and thereafter, it should be 100% through MES.*
- (viii) The MES should have junior, intermediate and senior grades to accommodate those already in the senior positions.*

### **13.8 Education Code**

In the running of the educational system in any state a large number of teaching, supervisory and administrative personnel are involved. Every person is mandated as per provisions of the Acts passed by the legislatures and rules made thereunder to perform certain functions and responsibilities. In addition, policy decisions of the state government and other competent authorities along with relevant instructions are communicated to the field personnel through official circulars from time to time.

The Mizoram Education Act, 2003 primarily deals with regulation of private institutions and matters relating to their recognition and eligibility to receive grant-in-aid. On the other hand, the Delhi School Education Act, 1973 passed by the Union Parliament is a Comprehensive Act as it deals with all aspects of educational governance at various levels such as institutions, district, state and specifies functions, responsibilities, and powers of different functionaries such as teachers, Heads of institutions, education officers and administrative officers at the Directorate level. It also deals with matters relating to admissions, students' attendance, maintenance of discipline in schools, fees and funds, expenditure admissible out of students' funds, maintenance of record, etc.

The Right of Children to Free and Compulsory Education Act, 2009, includes many provisions which have to be implemented at the institutional level such as age of admission, period

of admission, school managing committee, admission of students belonging to disadvantaged sections of the society, punishments for violation of different provisions. The National Commission for the Protection of Child Rights (NCPCR) has issued detailed directions regarding corporal punishment and also laid down broad guidelines for respecting children's rights in schools. But the personnel who are required to implement the State Act, executive orders issued from time to time, the Central RTE Act 2009 and guidelines of the NCPCR, need to be oriented to the relevant provisions and directions which have a bearing on their work. However, it may not be possible to orient all Principals, Headmasters, CEOs, SDEOs, and DEOs every year through face to face mode. But, the administrative officers do need support and guidance from the Department in some form.

*The Commission recommends that the State Education Department should compile the Education Code or Manual which could serve as a 'Ready Reference' for the guidance of the administrative officers. The availability of the Reference Manual shall mean quick and better adherence to the prescribed Rules and Regulations as the officers will not have to depend on their memory or to search relevant circulars and orders from the office files.*

The Education Code or the Manual may include departmental rules/decisions with regard to the following:-

- (i) Age of Admission to Pre-school, Class I and higher classes.
- (ii) Admissible Proof of Age.
- (iii) Minimum Attendance required in a year, fine or punishment for absence, Power to strike off child's name from the rolls of the school, procedure for re-admission at different stages of education.
- (iv) Procedure for admission in higher classes.
- (v) Power to condone shortage in attendance.
- (vi) Promotion Rules in different classes.
- (vii) Duties, responsibilities of teaching and non-teaching staff.
- (viii) Duties, responsibilities, administrative and financial powers of Headmasters, Principals and Inspecting officers.
- (ix) Functions and powers of the School Managing Committee.
- (x) Powers and procedure for the recruitment of contract/substitute teachers.
- (xi) Procedure for conducting parent teacher meetings.
- (xii) Maintenance of discipline in schools.
- (xiii) Fees and funds, power to fix School Development Fund (SDF), expenditure admissible out of the SDF.
- (xiv) Procurement procedure for books and other equipments.
- (xv) Records to be maintained in a school.

The items suggested above are just a few examples. The department may add many more items keeping in view the needs of the users.

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## CHAPTER 14

### FINANCING EDUCATION IN MIZORAM

#### 14.1 The Context

The Education Commission (1964-66) had forewarned that the gap between the rich and the poor and the educated and the uneducated was likely to widen and that it needed to be arrested by investing more and more resources into education sector. It had recommended that the country should spend 6% of its GDP on education in a phased manner. The Commission had visualized that by the year 1986 the country should touch the 6% mark. The Commission had envisaged that the demand for school, college and university places would continue to grow at a faster rate. Considering the fact that the elementary education is a Constitutional obligation it was considered necessary that the elementary education should be awarded 3% of the allocation and the rest of the resources can be equally distributed between the secondary and the higher education. Subsequently, though the targets and allocations were increased, they continued to lag behind essential requirements. By the year 1975, it was fairly realized that different states were at different stages of development and that most of them were not keeping pace with the changing times. They were facing constraints in meeting the cost of expanding educational opportunities because of their weak resources. Driven by those considerations, education was brought on the concurrent list. The concurrency means meaningful partnerships between the central and the state governments. Despite all this, the education sector continues to be in severe shortage of resources. Until this day, the total expenditure on education has been hovering around 3.5% of the GDP. Of the total allocation, while the elementary education is receiving around 2%, the secondary and higher education are getting around 0.9% and 0.7% of the GDP respectively. It is evident from the data that of the total expenditure on education during the previous two plans, the expenditure on elementary education has been around three times more than the total expenditure on both secondary and higher education. It hardly needs any mention that expansion of educational opportunities in any set up warrants incremental increase in resources. But the past experience shows altogether a different story. There are instances which demonstrate that per student expenditure in real terms has kept on declining, resulting in lowering of standards.

The targets and allocations made for different sectors of education in different Five-Year Plans are invariably guided by specific policies laid down by the government from time to time. The emphasis on the different sectors of education kept shifting depending upon the requirement and the priority attached by the State governments. The public expenditure on education though has witnessed hike in constant prices but the growth has been marginal. In general, lately, there is a declining trend as private sector has been allowed to expand. The per student expenditure in all sectors of education has witnessed increase in nominal prices during the past two decades but in terms of real prices it has registered substantial growth in elementary education, marginal increase in secondary education and literally a decline in higher and technical education during the past few years. The per student expenditure in terms of nominal and real prices is given in the Table 14.1.

**Table 14.1: Nominal and Real (Base year - 1993-94) Public Expenditure per Student**

Rs.

Year	Elementary		Secondary		Higher & Technical	
	Nominal	Real	Nominal	Real	Nominal	Real
1993-94	825	825	3748	3748	8961	8961
1994-95	893	793	4040	3588	9821	8722
1995-96	1052	865	4517	3715	9384	7717
1996-97	1220	959	4890	3844	8438	6634
1997-98	1361	1025	5221	3932	9003	6779
1998-99	1654	1175	6285	4467	10238	7276
1999-00	1792	1233	7392	5087	13219	9097
2000-01	1900	1220	7153	4594	13956	8963
2001-02	2047	1269	6699	4153	12099	7501
2002-03	1977	1185	6641	3982	12294	7370
2003-04	2055	1168	6671	3793	11893	6761
2004-05	2302	1229	6768	3614	10811	5772
2005-06	2714	1388	7241	3702	10258	5244
2006-07 (R)	3365	1632	8577	4160	13454	6525
2007-08 (B)	3617	1677	9355	4337	16531	7664

**Note:** Calculated by Sudhanshu Bhushan from MHRD (1950-51 to 2006-07), MHRD (1993-94 to 2005-06), and EPW Research Foundation (2004).

## 14.2 Education Budget in Mizoram

Since human capital is a key determinant of economic growth, investment in human capital is of paramount significance. By implication it calls for a good investment in education as education is the only means of human empowerment. It is now an established fact that better educated people are more productive than their counterparts. Not only that, even better qualification fetches higher wages. It is, therefore, necessary for the state of Mizoram to make appropriate investments in education. Moreover, this is the time when the state has to implement the Right to Education Act besides expanding the facilities both at secondary and post secondary stages and therefore a proportional increase in investment on education is inevitable.

The health of education sector in any state depends on the financial allocation it receives from the Government in its annual budget. The budget allocations for education under the plan and non-plan segments for the years 2008-2009 and 2009-2010 are depicted in Tables 14.2 (a) and 14.2(b).

**Table 14.2(a): Budget of Education in the last two years in Mizoram**

(Rs. in Lakh)

Sl. No.	YEAR Budget Allocation	2008-2009			2009-2010		
		Plan	Non-Plan	Total	Plan	Non-Plan	Total
1	Total Budget of the State	113,111	177,749	290,860	132,918	221,131	354,049
2	Education Budget	9,305	18,957	28,262	11,270	24,596	35,866
3	Education Budget in terms of percentage of the Total Budget	8.23	10.66	9.72	8.47	11.12	10.13

**Table 14.2(b): Budget Allocation for Different Sectors of Education**

Sr. No.	Sector	2008-09	2009-10
(i)	Pre-School	-	-
(ii)	Elementary	P 4.90% NP 61.86	P 50.36 NP 64.56
(iii)	Secondary	P 3.85% NP 27.86	P 35.76 NP 24.53
(iv)	Higher and Technical Education	TT 21.79%	TT 11.8%

An analysis of two-year data in respect of the State of Mizoram in Table 14.2 indicates a slightly upward trend. The total outlay for the year 2008-09 was Rs.290,860 lakhs, of which the outlay for education was Rs.28,262 lakhs. It shows that the education sector was allocated 9.72% of the total budget in the year 2008-09. In 2009-10, the total outlay of the State was pegged at Rs.354,049 lakhs which turned out to be 21.72% higher than the previous year. Of the total, the outlay for education sector in 2009-10 was made Rs.35,866 lakhs, which turned out to be 10.13% of the total budget. It also turned out to be 26.90% higher than the previous year. The proportionate increase in the budget for education appears to be slightly higher than the increase in the overall budget in the year 2009-10. Though it is a notional increase, it still shows greater commitment on the part of the government for the spread of education in the State.

### 14.3 Contribution of Central Government

Like all other States, Mizoram also receives financial assistance from the Government in different forms, such as the establishment of centrally funded institutions for the benefit of the students of the region or cash grants under different centrally sponsored schemes. The State of Mizoram also received a sum of Rs.1,947.47 lakhs in the year 2008-09 from the Government of India for the expansion of educational facilities in the State. The Ministry of Human Resource Development (MHRD), Government of India provided Rs.1,90.95 lakhs, the North Eastern Council provided Rs22 lakhs and the other Ministries of the Government of India granted Rs.1,734.52 lakhs.

**Table 14.3: Funds Received from Other Sources in 2008-09**

(Rs. In lakhs)		
Sl. No.	Source	2008-09
1	MHRD	190.95
2	North-Eastern Council	22.00
3	Other Ministries of the Government of India	1,734.52
4	<b>Total</b>	<b>1,947.47</b>

In addition, the Mizoram University, being the Central University, received a sum of Rs.7,096.85 lakhs in the year 2008-09 and Rs.9,424.50 lakhs in the year 2009-10 from the University Grants Commission (UGC), New Delhi (Table 14.4).

**Table 14.4: Grants given to the Mizoram University by the UGC in the year 2008-09**

Rs. In Lakhs			
S. No.	Budget Head	2008 – 09	2009 – 10
1	Plan	3857.13	5000.00
2	Non-Plan	3239.72	4424.50
3	Total	7096.85	9424.50

It is clear from Table 14.4 that there are four major players that are contributing to the spread of education in the State. Of them, the major player, of course, is the State government whose total outlay for education in 2009-10 was Rs.35,866 lakh. The second major player is the UGC which allocated Rs.9,424.50 lakhs in the year 2009-10. The third is the Central Government which includes MHRD as well as other Ministries and the fourth is the North-Eastern Council. These agencies in the year 2008-09, have contributed a sum of Rs.1,947.47 lakhs. If the total outlay made by different agencies for the spread of education at all levels in the State is combined, it turns out to be about Rs.47,237.97 lakhs. Since the total number of students enrolled in elementary, secondary and higher & technical education in the year 2007-08 is 2,60,308 and the total expenditure is about Rs.47,237.97 lakhs, the crude estimate of the unit cost turns out to be Rs. 18,146.

The projected population of Mizoram in the year 2010 is around 11,26,067. If some rough estimates of its dispersion over different age groups on the basis of national trends is made, there will be around 2,30,844 children in the age group of 6-14, around 1,04,724 children in the age group of 14-18 and around 1,26,119 children in the age group of 18-24. If the state keeps the target of enrolling all the children in the age group 6-14 and 85% of the children in the age group of 14-18 and 20% of the children in the age group of 18-24, the total number of children supposedly enrolled at different levels of education would be 4,61,687. If the unit cost of the base year 2009-10 is used, that is, Rs.18,146, the overall resources required to educate the projected enrolled student population, pooled from different agencies, would be Rs.83,777.72 lakhs. Thus, against the total outlay of about 47,000 lakhs in year 2008-09, the State shall have to mobilize approximately 84,000 lakhs each year from 2010-11 onwards.

*The Commission recommends that the state should mobilize additional resources from different sources and also evolve innovative strategies for financing the expansion and consolidation of educational facilities in the State.*

#### **14.4 Generating Additional Resources**

It is being constantly observed that the states are finding themselves increasingly incapable to cope with the higher cost of education. But given the fact that education is increasingly considered an investment in the collective future of the societies, the states should find ways and means to mobilize additional resources. The States, therefore, have to explore the possibility of generating additional resources from different sources. A few possibilities are discussed below:

(a) *Optimum Utilization of Central Assistance*

The central assistance to the States is available in the form of grants under various centrally sponsored schemes like *Sarva Shiksha Abhiyan (SSA)*, *Rashtriya Madhyamik Shiksha Abhiyan (RMSA)*, *Integrated Education of the Disabled (IED)*, *Teacher Education scheme* comprising *District Institutes of Education and Training (DIETs)*, *Colleges of Teacher Education (CTEs)*. etc. In all these schemes, the State Government is required to contribute a small share while the major share comes from the Central Government. There

are reports that in many cases, the implementation of the important projects is held up because of the non-availability of the share of the State, resulting in late receipt of central funds.

*The Commission recommends that the State Government should ensure timely release of its share to the implementation agencies responsible for various centrally sponsored schemes. The State Government should also make provision for giving funds from its own sources to the implementing agencies in advance in anticipation of the receipt of funds from the central agencies.*

The establishment of institutions of higher education or professional education requires huge investments, which the State may find difficult from its own resources. The Mizoram University is a big contribution of the Central Government in the educational upliftment of Mizoram. The State Government should make all-out efforts to take out maximum benefit from the university for the benefit of Mizo students. It should evolve a standing mechanism to interact with the university in relation to the educational needs of the state. Besides the Mizoram University, there are quite a few central institutions like the National Institute of Technology (NIT), Regional Institute of Paramedical and Nursing Sciences (RIPANS), Central Agricultural University (CAU), Imphal, which are catering to the needs of the State in the higher education and professional education sectors. The State Government should hold discussions with the Mizoram University to start a medical college, a College of Fine Arts, a College of Physical Education and a couple of more constituent colleges at places other than Aizawl. In the school sector, the State Government should impress upon the Kendriya Vidyalaya Sangathan (KVS) and the Navodaya Vidyalaya Samiti (NVS) to establish maximum permissible Kendriya Vidyalayas (KVs) and Navodaya Vidyalayas (JNVs) in the State.

*The Commission recommends that the State Government should take up with the central government about setting up of Jawahar Navodaya Vidyalayas in each district, some more Kendriya Vidyalayas and a Sainik School on priority basis.*

(b) *Private Participation*

A private university, namely, ICFAI has been established in the State under an Act of the State legislature. The State has facilitated its establishment by according it the status of a legal entity. The university has made substantial investments and has started offering a few professional programmes to Mizo students at concessional fees. The university has been permitted to charge fees at higher rates from students of other States. The State Government may consider inviting private education providers from within Mizoram or from outside Mizoram to establish such institutions of higher and professional education as are not likely to be established by the Mizoram University or by different Ministries of Government of India. A few examples are given below:

- (i) College of Physical Education and Sports
- (ii) College of Fine Arts
- (iii) Medical College
- (iv) Dental College
- (v) Sports School
- (vi) Residential Higher Secondary Schools
- (vii) Food Technology Institute

Such institutions may be established under Public Private Partnership (PPP) model, the modalities of which have been discussed in *Chapter 12: Private Sector in Education*.

*The Commission recommends that the State Government should encourage private service providers to set up institutions of higher learning offering programs that are not available in the existing public institutions.*

(c) *Tuition Fees*

Since institutions of higher education and professional education have been established by the Central Government or by the private education providers, the responsibility of the State Government is restricted to undergraduate education only. However, the primary responsibility of the State Government is for elementary and secondary education. The State is duty bound to make provision for free elementary education in the Government and Government-aided institutions, therefore, tuition fees cannot be charged from students at this stage. Though the State is entitled to levy tuition fees at the secondary and higher secondary stages of education, it may be appropriate for the state if the benefit of free education is made available right up to higher secondary stage. In undergraduate Science and Arts Colleges, the present fees are nominal and therefore there is a strong case for raising the fees. In addition self-financing degree or diploma level professional programmes may be introduced in undergraduate colleges alongwith conventional B.A./B.Sc./B.Com programmes to generate additional resources to finance expansion and development of the institutions.

*The Commission recommends that the State Government should make education available free of charge right up to senior secondary stage. The Commission also recommends that the State Government should appoint a Task Force to examine the issue of fees at the undergraduate level and recommend the new rates of fees. The Task Force should also be required to identify the self-financing programmes which could be introduced in the undergraduate colleges. The colleges should be permitted to retain 50% of the fees received from students for the creation of new infrastructure, maintenance of the existing infrastructure and other developmental activities.*

(d) *Education Development Fund*

The State Government may set up a non-lapsable Education Development Fund with contributions from the Central Government, North-East Council, State Government, private education providers and donations from local communities and religious organizations. The State Government may approach the Central Government to seek Income Tax exemption in respect of donations received for the fund. The State Government may levy a small cess on a few state level taxes such as Road Tax, Property Tax, etc. The fund may be utilized for the following purposes:

- (i) Strengthening of infrastructural and instructional facilities in schools and colleges.
- (ii) Providing better Road connectivity to educational institutions.
- (iii) Providing transport facilities for schools and colleges.
- (iv) Providing hostel accommodation in schools and colleges.



## 14.5 Educational Expenditure

The budget allocation indicated in Table 14.2 revealed that the maximum budget allocation is in respect of elementary education (Plan 4.90%, Non-Plan 61.86% during 2008-09 and Plan 5.36%, Non-Plan 64.56% during 2009-2010) followed by secondary education (Plan 3.85%, Non-Plan 27.86% and Plan 5.76%, Non-Plan 24.53% during 2009-2010). This is understandable as the major responsibility in respect of higher and professional education is shouldered by the Central Government and private education providers.

In order to run the system, the State Government is required to incur expenditure on payment of salaries and wages to the teaching and non-teaching staff, creation and maintenance of infrastructure, augmentation and replacement of equipment and materials, grant-in-aid to private institutions, etc. These expenditure items can be put under two broad categories, namely, salaries and wages, and developmental expenditure. Grant-in-aid to private institutions can be clubbed with salary and wages as it is generally granted to meet the expenditures on the salaries of teaching and non-teaching staff. The expenditure on infrastructure and augmentation of instructional facilities is categorized as development expenditure.

The expenditure incurred on staff salaries and wages in different sectors of education during the last two years is given in Table 14.5.

**Table 14.5: Expenditure Incurred on Salary of Teachers and Staff**

(In Lakhs)

Year	Expenditure					% of the Total Budget in Education
	Elementary	Secondary	Higher Education	Technical Education	Total	
2008-09	14,185	5,945	3,720	319	24,169	85.51%
2009-10	19,148	7,422	4,345	336	31,251	87.13%

Table 14.5 reveals that more than 85% of the State annual budget is spent on the salaries component alone and less than 15% of the total budge is available for developmental expenditure. This is in tune with the position prevalent elsewhere in the country. This affects adversely the maintenance of infrastructure and augmentation of instructional facilities like purchase of science, sports, and audio-video equipments and materials and books and journals for the libraries.

*The Commission recommends that the percentage of expenditure on salaries should be gradually brought down to 80% and the developmental expenditure should be raised to 20%. However, in the plan budget, the expenditure on salaries component in respect of contractual and plan posts should be minimum possible, the maximum should be on establishment of new institutions and creation of additional infrastructure. This shall obviously necessitate higher budget allocation for the education sector.*

*In sum, the Commission recommends that the State should gradually increase budget allocation for education, ensure maximum utilization of central resources, evolve alternative strategies for generation of additional resources, seek private participation in the expansion of educational facilities and gradually increase expenditure on developmental activities. Having regard to the present expenditure and future projections, the Commission also recommends that the state should make extra efforts to ensure that the total outlay for education from all the sources*

*receives an incremental hike from the present level of 47,000 lakhs to 84,000 lakhs per annum from the year 2010 onward.*

*In addition, it may also be worth mentioning here that the Commission has made a number of vital recommendations. While some of these recommendations may be implemented without much financial hassles, others will have serious financial implications. The Commission, therefore, suggests that the state should set up a committee of experts that can examine each recommendation from the point of view of its financial implication and place the overall requirement before the state. If the required magnitude of funding is available, many of the factors, allegedly accountable for the poor quality of education would automatically disappear.*

*It is also important to reiterate that while expansion of education at elementary stage would be supported by the central government, due to Right to Education Act, in a big way, issues of access to secondary and post secondary education should receive special attention on the part of the state government and more so as these two sectors are going to be quite critical to the economic well being of the people of the state of Mizoram.*

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## CHAPTER 15

### SUMMARY OF RECOMMENDATIONS

On the basis of its analysis of the current status of various aspects of education and its deliberations on the desirable future directions in different sectors of education, the Commission has made a large number of recommendations in Chapters 4 to 14, which are reproduced below at one place to enable the readers to form a holistic view of the thinking of the Commission regarding the future of education in Mizoram.

#### Chapter 4: Educational Reforms in Mizoram: Conceptual Parameters

##### *Aims of Education*

1. Education in Mizoram should aim at:
  - *Equipping* the Mizo youth to excel in various walks of life at the local, national and international levels.
  - *Striving* for emotional integration with the rest of the country while safeguarding the Mizo identity.
  - *Striving* for modernization through development of scientific temper among students along with respect for wholesome traditions of the Mizo society.
  - *Inculcating* social, cultural and moral values of Mizo communities along with secular values enshrined in the Indian Constitution.
  - *Ensuring* inclusive and balanced development among different socio-economic groups, ethnic groups and geographical regions.
  - *Building* a strong foundation for the scientific, technological and industrial development in the State.

#### Chapter 5: School Education: Concerns and Imperatives

##### *Structure of School Education*

2. The structure of school education in the State of Mizoram should be re-organized in conformity with the expectations contained in the National Policy on Education (NPE) 1986/1992, and the definition of elementary education as contained in the “*Right of Children to Free and Compulsory Education Act, 2009*”. The re-organized structure should be:

(a) Elementary Stage	I-VIII	6-14 years
(i) Primary	I-V	
(ii) Upper Primary	VI-VIII	
(b) Secondary Stage	IX-XII	15-18 years
(i) Secondary	IX-X	
(ii) Higher Secondary	XI-XII	

##### *Early Childhood Care and Education*

3. The present arrangement of Early Childhood Care and Education (ECCE) as the exclusive responsibility of the Department of Social Welfare calls for a review.

4. Action should be taken by the Government of Mizoram as early as possible to ensure that pre-school/pre-primary education of 2 years' duration below Class 1 level is included as an integral part of formal primary education enabling children of 4+ years to gain entry into the pre-primary section of a primary school.
5. The State Council of Educational Research and Training (SCERT) in Mizoram should be designated as the nodal resource institution for ECCE. It may take the help of the national-level institutions like the National Council of Educational Research and Training (NCERT) and the National Institute of Public Cooperation and Child Development (NIPCCD), as these institutions have played a significant role in the past in creating capacity for ECCE in the country. The SCERT should shoulder the responsibility for maintaining database and conducting research relating to different aspects of ECCE.

#### *Viability of Small Schools*

6. The Government of Mizoram should appoint a Task Force to examine the viability of small schools on case to case basis and to recommend their merger, amalgamation or continuation on the basis of school-based and location-specific criteria.

#### *School Mapping*

7. A Task Force should be set up to map the exercise of horizontal and vertical amalgamation of non-viable schools, based on an appropriately designed criteria and to work out administrative and financial implications, in the interest of optimal utilization of physical and human resources.

#### *Types of Schools*

8. The schooling system in the State may be reorganized so as to ensure that a school starts with Class I and goes upto the highest Class of the stage which is the basis of the nomenclature of the school. In other words, the four types of schools in the State may be re-organized as under:-

(i) Primary Schools	Classes I-V
(ii) Upper Primary (Middle) Schools	Classes I-VIII
(iii) Secondary (High) Schools	Classes I-X
(iv) Higher Secondary Schools	Classes I-XII

#### *Model Rules to Right of Children to Free and Compulsory Education Act, 2009*

9. The State Government should immediately set up a mechanism to study the *Right of Children to Free and Compulsory Education Act, 2009* and the Model Rules drafted thereon and initiate implementation of the provisions after incorporating modifications in the Model Rules to suit the contextuality of the State. This needs to be undertaken urgently since the Act has come into force with effect from 1<sup>st</sup> April, 2010.

#### *Permanent Affiliation to Schools*

10. The affiliation to the Mizoram Board of School Education (MBSE) should be a pre-requisite for the grant of permanent recognition by the government. The schools should be required to obtain MBSE affiliation within three years from the date of their establishment.

### *Unplanned Expansion of Higher Secondary Schools*

11. The unplanned expansion of higher secondary education calls for an immediate review. The Department of Education needs to constitute a Review Committee with clear terms of reference. The Committee shall, inter alia, examine the present status of the higher secondary stage in all its dimensions within a definite time frame and come out with concrete recommendations. The Committee should identify the institutions for upgradation, make an estimate of the needs of the existing as well as the prospective schools for their optimum level of functioning. The Committee should also be empowered to recommend discontinuation of +2 stage in those existing institutions that have, in the considered opinion of the Committee, no scope for improvement.

### *Vocational Course Offerings*

12. The areas for offering vocational programmes could be chosen from amongst a variety of areas listed in the Annexures to the Chapter. The persons with disabilities namely, Orthopaedically Handicapped (OH), Hearing Handicapped (HH), Visually Handicapped (VH) and Mentally Retarded (MR) can specially benefit from vocational education programmes. Specific vocations suited to their disability are listed in the Annexures to the Chapter. The Guidance and Counseling Services in the formal school system must be activated to familiarize students with possible career paths, explaining the benefits that can accrue from participation in vocational programmes. The MBSE could initiate steps to develop teaching learning materials in the vocational courses identified to be relevant to the State. Till formal vocational teacher preparation programmes are possible to be offered in the State, it would be desirable to utilize the services of professionally skilled persons for purposes of instruction to the students.

### *Separate Vocational Schools*

13. If the formal school system, in spite of the correctives made as suggested in the Report, does not succeed in vocational education, setting-up a few separate vocational schools fully equipped in terms of physical and human resource to offer vocational programmes could also be attempted.

### *Optimum Benefit from Special Category Schools*

14. The State Government of Mizoram should interact with the Kendriya Vidyalaya Sangathan (KVS) to ascertain the support the Sangathan needs in order to improve the working of the existing Kendriya Vidyalayas (KVs) and also work out the need for establishment of more KVs if the norms of KVs provide for the same to serve the interest of Mizo students.
15. The Government of Mizoram should take-up with the Navodaya Vidyalaya Samiti (NVS), Ministry of Human Resource Development, Government of India, to establish residential facilities for the Jawahar Navodaya Vidyalayas (JNVs) in each district so that the students can benefit from this facility and do not have to travel long distances for their education. The provisions necessary for the establishment of such schools should be assured by the State Government. The Commission strongly feels that establishing a JNV in each district has a potential for providing quality school education to the children of Mizoram and to ensure their easy mainstreaming into the national educational norms and standards.

16. The State of Mizoram should take up with the concerned Ministries of the Government of India to set up a Sainik School in Mizoram with an assurance of making available the land, etc. required for that purpose.
17. The State Government should initiate action to establish a Sports School at a suitable place with the assistance of the Government of India and North-Eastern Council.

### *Open Schooling*

18. The State of Mizoram should sign a Memorandum of Understanding (MoU) with the National Institute of Open Schooling (NIOS) which offers all the categories of programmes upto the higher secondary stage, including vocational programmes. The State should assist the NIOS in setting up Accredited Institutions (AIs) in different parts of Mizoram with the required infrastructure and human and academic resources. The use of information and communication technology should be an integral part of the programmes offered through the Open Distance Learning (ODL) modality.
19. The State should take up with the NIOS for the establishment of a Regional Sub-Centre for Mizoram. It would be the primary task of the Sub-Centre to scrutinize feasibility of the existing AIs, initiate a process of accrediting viable institutions, put in place monitoring mechanism and ensure that the mission of NIOS is achieved. To diversify the Open Schooling programmes, initiative has to be taken to encourage the Institutional Training Institutes (ITIs), Jan Shikshan Sansthan (JSSs) and Krishi Vigyan Kendra (KVKs) to become Accredited Vocational Institutes. The State Department of Education may decide to set up a Cell under its guidance to address the matters relating to Open Schooling programme in the State.

## **Chapter 6: School Curriculum: Concerns and Imperatives**

### *ECCE Curriculum*

20. A new State level curriculum policy for ECCE to address the stated imperatives be immediately formulated. The SCERT should be designated as the nodal agency for the development of curriculum outlines and capacity building of Early Childhood Education (ECE) teachers.
21. The curriculum should not be perceived as a mere total of subjects taught in school. Instead, each and every activity organized in the school should be treated as an integral part of curriculum.

### *Language Laboratory*

22. Language laboratories to facilitate teaching of English may be set up to cater to development of effective communication skills, especially when the professional competency of teachers teaching English is not of the appropriate quality. These laboratories may respond to the needs of a cluster of schools and may be located appropriately.

### *Promotion of Hindi*

23. In keeping with the National Pattern, Hindi should be made compulsory upto Class X and there should also be a provision for teaching Hindi as an elective subject at higher secondary stage. The facility of teaching Hindi should be made available in at least 50% higher

secondary schools and that there should be provision for stipend for Mizo students who offer Hindi as an elective subject at the higher secondary stage. The posts of Hindi teachers be created in all schools @ one teacher for 5-6 sections, and private schools, both aided and unaided, be required to recruit at least one properly qualified teacher of Hindi.

#### *Environmental Studies*

24. Environmental studies (EVS) at the primary stage should be handled by a single teacher whose orientation and training should be such that he/she knows how to diffuse subject boundaries. The teacher should be trained to contextualize teaching of EVS in tune with local environment. At the upper primary stage, topics related to natural and social domains could be handled separately.

#### *Education in Mathematics and Science*

25. The curriculum of mathematics should be suitably re-designed to bring it in line with modern technological devices which can assist in the development of conceptual framework for learning mathematics. The teaching of mathematics should be done through pattern recognition with a focus on concepts and this approach should be reflected in the curriculum materials developed by the MBSE and the training of teachers organized by the SCERT, the District Institutes of Education and Training (DIETs) and the College of Teacher Education (CTE). It should be mandatory for every school to have mathematics laboratory and mathematics kits, appropriate to the conceptual needs of different stages of school education.
26. The existing science curricula developed by the SCERT/MBSE should be re-examined to ensure that the process of science is more in focus than the product of science. This may require reorienting the courseware currently in use in the State.
27. The existing ITIs and Polytechnics could be entrusted with the task of developing and multiplying science kits to be made available in numbers to all the schools so that the children are able to conduct some guided experiments to learn basic concepts of science. The basic design of the kits can be procured from the NCERT by signing an appropriate MoU.

#### *Interfacing Work and Education*

28. Since the implications of interfacing work with each area of school curriculum has not been attempted, development of new wave of instructional materials incorporating this concern should be developed by the MBSE and the SCERT and the teachers oriented accordingly to this philosophy.

#### *Art Education, Health and Physical Education and Work Education*

29. Unless art education, health and physical education and work education are brought to the center-stage of school curriculum, the focus of a holistic development of the child will remain a far-fetched dream. The Department of Education should ensure that not only these areas are included in the school curriculum but they are also given the time which would be exclusively meant for these areas. Non-availability of persons who can handle instruction competently in these areas can affect their teaching badly and, therefore, properly qualified teachers for these subject areas must be provided from amongst fresh graduates or by orientation of the existing teachers.

### *Fundamental Duties of Citizens*

30. The school curriculum should reflect seriously on values enshrined in Article 51A: Fundamental Duties of Citizens. The values referred to in this Article of the Constitution should be elaborated in each curricular area and practised through activities.

### *Mechanism of Review of Textbooks*

31. The designated curriculum development authorities in Mizoram should evolve a standing mechanism in undertaking a thorough analysis of the textbooks of all stages of school education from the standpoint of national integration and to ensure that they conform to the values enshrined in the Constitution of India.

### *Medium of Instruction*

32. Elementary education should be imparted in the child's mother tongue. English should be adopted as the medium of instruction from Class IX onwards. English should be permitted to be used as medium of instruction from class VI onwards in those schools that have adequate number of teachers, capable of teaching in English. In schools where there is concentration of minority community children, mother tongue of the child should be used as medium of instruction in Class I and II.

### *Semester System*

33. As a step towards curriculum reform, the State of Mizoram should introduce the Semester System in its schools, with flexibility in course offerings and permitting their completion at the student's own pace.

### *Curriculum Transaction*

34. Intensive orientation of all teachers should be organized by the SCERT or the MBSE to familiarize the teachers with the concept of *constructivism* so that they can make their classroom transaction practices child-centered and activity-based.
35. E-learning materials should be developed in every subject in an interactive format to supplement the textbook and other learning materials in print form to ensure better comprehension of ideas and concepts.

### *Continuous and Comprehensive Evaluation*

36. No public examination upto elementary stage, that is, Class VIII should be conducted in view of the provisions contained in Section 29 of the *Right of Children to Free and Compulsory Education Act, 2009*. This, however, implies much greater accountability on the part of the school and the teachers to use ways and means to ensure the required levels of learning on the part of the pupils and their assessment through Continuous and Comprehensive Evaluation (CCE) spread over the total instructional time.
37. The system of CCE should be planned and its details properly worked out and teachers oriented to perform a new role in the assessment of their students. The phasing out of public examination at the end of Class X should be dependent upon the correct implementation of the provisions of the CCE.



### *Grading System*

38. Grading system should be implemented at all levels of school education in scholastic as well as non-scholastic areas of the school curriculum. To begin with, the grading system as suggested by the CBSE should be adopted and experimented with leading to the evolution of the State's own grading system based on the experiences gained. The preparations needed to facilitate the switch over would involve development of modules on the grading system and the orientation of teachers and evaluators to comprehend the system towards effective implementation which should be immediately initiated.

### **Chapter 7: Educating Teachers**

#### *Backlog of Untrained Teachers*

39. The State Government should implement a time-bound plan to clear the backlog of untrained teachers within a period of five years.

#### *Enhancing Infrastructure for Training*

40. Two new Colleges of Education be established at Lunglei and Champhai with an annual intake of 200 in-service teachers. The proposed Colleges could start the B.Ed. (Regular) programme when the in-service teachers are not forthcoming for the Multimode B.Ed. programme.
41. The CTE should design the B.Ed. (Multimode) programme and submit it to the Mizoram University. The programme may comprise institution-based study of three months' duration, home study, project work, and practice teaching in schools during the remaining nine months. The entire cost of designing and running the programme including the cost of examination should be borne by the Mizoram Government.

#### *New Programmes*

42. The State Government should impress upon the Mizoram University to establish departments on the university campus offering undergraduate and postgraduate courses in Physical Education, Visual Arts, Music, Dance, and Theatre Arts.
43. The State Government should impress upon the Mizoram University to offer B.Ed. and M.Ed. (Special Education) programmes on its campus.

#### *Functioning of DIETs*

44. The appointment of academic staff in the DIETs is said to be co-terminus with the Centrally Sponsored Scheme of Teacher Education. Therefore, the academic staff is drawn from the Directorate of School Education on deputation basis. The State Government should own the responsibility of running DIETs even after the central funding is not available. Therefore, permanent staff should be posted in DIETs as per Recruitment Rules (RRs) to be specifically framed for DIETs keeping in view their objectives and functions.
45. All first year students of the 2-years Diploma in Elementary Education (D.Ed.) course offered in the DIETs should be allowed to commence their studies of the 2<sup>nd</sup> year without waiting for the Board result of the first year examination. The students who fail to qualify in

the first year examination, should be provided opportunity to take the supplementary examination during the 2<sup>nd</sup> year of the programme.

46. Necessary arrangements should be made to offer Diploma in Physical Education (D.P.Ed.) in one of the DIETs. Likewise, Diploma in Visual Arts Education (D.VA.Ed.) and Diploma in Performing Arts Education (D.PA.Ed.) programmes may be offered in two other DIETs.
47. Instead of establishing a separate programme for the preparation of ECE teachers, an integrated programme for the preparation of both ECE and primary teachers should be designed and offered in all the DIETs.
48. The RRs for DIET academic staff should be framed in accordance with the norms and standards prescribed by the NCTE in respect of the faculty for elementary teacher education programmes.

#### *Innovative Hindi Teacher Training Programme*

49. The Mizoram Hindi Training College should design curriculum for the 4-year integrated B.A., B.Ed. (Hindi) programme and introduce it at the earliest with the approval of Mizoram University. The products of the programme should be eligible to join postgraduate programmes in Hindi or Education. The students enrolled in the programme should be given incentives in the form of stipend @ Rs.1,000/- per month and free hostel accommodation.

#### *Reorganization of SCERT*

50. The Deputy Directors be re-designated as Readers and the faculty members holding positions like Research Officers, Consultants, Counselors, etc. in the pay scale of lecturer may be re-designated as lecturers. There should be no post lower than the post of a lecturer in the SCERT. However, a few positions of Project Associates or Research Associates could be created to provide academic assistance to the faculty, specially in field work and data analysis. The SCERT faculty should be given the pay scales of officers holding comparable posts in the school education department.
51. The State Government should frame RRs for the academic staff of the SCERT keeping in view its functions. A Task Force should be appointed to allocate staff positions to different departments of the SCERT and to establish the common cadre of SCERT and DIETs staff.

#### *Pace-Setting Role of State Institutions*

52. The CTE should develop and offer the M.Ed. programme with the approval of Mizoram University. The state should pursue its claim for the upgradation of the CTE into Institute of Advanced Studies in Education (IASE) and for the establishment of a CTE at Lunglei. The IASE and the Department of Education, Mizoram University should provide facilities to the faculty of the SCERT, the CTE and the DIETs to pursue Ph.D. in education or in allied disciplines like psychology, philosophy and sociology. This shall certainly raise the quality of research in the SCERT and other TEIs.
53. The INSET should be treated as a regular and indispensable activity of the Department of Education for which provision in its annual budget must be made, and in no case it should be tied with the receipt of central assistance.

54. The responsibilities of INSET to different institutions could be assigned as under:

Institutions	Target Groups
CTE	(i) High School Teachers of English, Mathematics, Social Sciences, Science and Mizo language. (ii) Higher Secondary Teachers of English, Mizo language, Electives in the Arts and Science streams. (iii) Teacher Educators of DIETs.
Mizoram Hindi Training College	Hindi Teachers of Elementary and Secondary Schools.
SCERT	(i) School Heads and Educational Administrators. (ii) Theme based INSET for teachers of different levels like Inclusive Education, ICT in Education, Vocational Education, Arts Education, and Physical Education. (iii) Lecturers of DIETs and SCERT for induction training. (iv) Resource Persons in different subjects for the training of Primary and Upper Primary School Teachers.
DIETs	(i) Pre-primary Teachers. (ii) Primary School Teachers in Mizo language, English, EVS, and Mathematics. (iii) Upper Primary (Middle) School Teachers in Mizo language, English, Social Science, Science, and Mathematics.
MBSE	(i) Paper setters. (ii) School teachers in CCE.

#### *Professional Development of Teachers*

55. Every teacher should be provided an opportunity to undergo training of 8-10 days once in 3-5 years. The training in a subject for a particular stage may be divided into 7-8 Modules. A teacher may attend the first three modules during the first-ten years of service and the remaining Modules in the next twenty years. The content of each module may be both subject specific as well as new thrust areas in different aspects of education such as inclusive education, use of ICT, etc. The completion of a Module should entitle a teacher to earn the pre-specified credits and the accumulation of a certain number of credits should be one of the bases for his/her career advancement.

56. The SCERT, CTE, DIETs and Mizoram Hindi Training College should constitute Programme Advisory Committees comprising reputed educationists, researchers and administrators with increased focus on teacher development programmes.

### **Chapter 8: Teachers and Teacher Organizations**

#### *Under Qualified Teachers*

57. The State Government should adopt the following strategies to address the problem of under qualified teachers:

- (i) A special Voluntary Retirement Scheme (VRS) be devised with suitable incentives for the teachers who shall opt for the scheme. The incentives may include payment of full salary for the remaining period of service, and full pension benefits. A Task Force comprising Human Resources (HR) professionals, finance experts and officers dealing

- with service matters may be set up to work out the details of the scheme. However, before the finalization of the scheme, representatives of teachers ought to be consulted.
- (ii) The scheme should be made compulsory for the under-matriculate teachers but it could be made optional for the teachers who are matriculates. However, the teachers not opting for VRS should be required to pursue higher secondary education through the Open Distance Learning (ODL) system. In addition, they should be required to attend at least two short-term teacher education programmes in DIETs during vacation. Such teachers should be posted in Primary schools or in Primary sections of upper primary (Middle) schools or even could be attached with the offices of the Sub-Divisional Education Officers (SDEOs). The possibility of offering them alternative employment in the Department of Education could also be explored for which suitable posts need to be identified.
  - (iii) The responsibility for developing Training Modules in different areas of primary school curriculum may be entrusted to the DIETs and the District Resource Centres (DRCs). Generally, primary teacher education programmes like D.T.Ed. aim at preparing teachers for teaching all areas of primary school curriculum but such teachers who are in the department for a very long time may find it difficult to prepare themselves for teaching subjects like science, mathematics, English, and Hindi. Therefore, DIETs should design Training Modules to equip such teachers for teaching curricular areas like Mizo language, EVS (social studies), physical education or work education.

#### *Untrained Teachers*

58. The following strategies to address the problem of untrained teachers:

- (i) In future, all appointments of teachers should be made strictly in accordance with the RRs and in no case relaxation should be granted for making appointments on regular basis. However, if it becomes necessary to recruit untrained teachers, it should be done purely on temporary basis for a very limited period.
- (ii) The untrained teachers may either enroll themselves in the D. Ed. and B. Ed. programmes through distance mode. Alternatively, the CTE and Mizoram University should develop a multimode B.Ed. programme, which may include students' participation in personal contact programmes home study, project work and practice teaching.
- (iii) In the case of higher secondary school teachers, B. Ed. should also be made an essential qualification. However, in view of non-availability of trained post-graduates in adequate number, relaxation may be granted for a period of five years but thereafter the recruitment of untrained post-graduates should be totally stopped. However, the RRs must include a condition that untrained teachers, if selected, shall be entitled for annual increment only after they acquire the B.Ed. degree through distance mode or through the proposed multimode B.Ed. programme.

#### *Subject-wise Teachers*

59. The subject-wise posts for upper primary (middle) school and high school teachers like TGT (Science), TGT (Mathematics), TGT (Social Sciences), TGT (English), TGT (Mizo language), TGT (Physical Education), TGT (Hindi), TGT (Visual Arts), TGT (Performing Arts), etc be created. However, a teacher should be required to teach one more subject in addition to the subject for which he/she is recruited provided the teacher has studied the second subject at the graduation level or as a methodology subject in the teacher education programme.

### *Cadres of Teachers*

60. There should be only three cadres of teachers namely PRT, TGT and PGT (Lecturer) for which the cadres of upper primary (middle) school teachers and high school teachers be merged together and a unified cadre of TGTs be established. The PRT cadre should also include ECCE teachers. The headmasters, and teachers should be provided opportunity for upward mobility from a lower cadre to higher cadre by fixing a certain percentage of positions in the higher cadre for the teachers of the lower cadre.

### *Contractual Appointments*

61. In the case of education department, the ban on new recruitments and also recruitment against vacant positions should be immediately lifted and the practice of contractual appointment of teachers should be stopped except in exceptional circumstances.

### *Handling Recruitment of Teachers*

62. A Cell within MPSC should be established to handle recruitments for the Department of Education. The Cell may have to following functions:-
- (i) Selection of teachers and Heads of Schools and Colleges.
  - (ii) Selection of Academic staff for CTE, DIETs, SCERT, MBSE and Mizoram Hindi Training College.
  - (iii) Selection of CEOs, SDEOs and DEOs.
  - (iv) Selection of Professional staff for Vocational and Technical education institutions.
  - (v) Conduct of competitive examination for Mizoram Education Service (MES), if constituted.
  - (vi) Conduct of State Level Eligibility Test for college teachers.

### *Storage of Science and Mathematics Teachers*

63. The following strategies should be adopted to ensure the continuous flow of well qualified science and mathematics teachers into the system:
- (i) At least 50% strategically located higher secondary schools and undergraduate colleges should be identified for the introduction of science stream. As far as possible, such schools and colleges should be spread all over the State with at least one school and one college in every district. However, the number of schools and colleges in a district should be in proportion to the student population at the high school and higher secondary stage respectively. In addition to qualified science teachers and well equipped science laboratories, the identified schools and colleges must have separate hostels for boys and girls to provide free accommodation to out-station students.
  - (ii) In the D.T.Ed. and B.Ed. programmes, 20% seats should be reserved for the science students. However, the percentage of reservation should be gradually increased every year so as to reach 50% within a period of 2-3 years. Besides a monthly stipend of Rs.500 to Rs.1,000/-, such students should be provided employment at appropriate level in the Department of Education immediately after the completion of the teacher education programme.
  - (iii) The State government should formulate a scheme for the promotion of science and mathematics education in schools and colleges, for which annual budget should be earmarked. The scheme should have provision for annual grants to all upper primary

(middle), high and higher secondary schools and colleges where facilities for science education are available. The grants should be meant for the procurement of science equipments and materials.

- (iv) The posts of Laboratory Attendants should be created for higher secondary schools to give boost to practical aspects of science teaching.
- (v) The teachers posted in difficult areas (D category) should be given special incentives like House Rent Allowance (HRA) and difficult area allowance.

#### *Shortage of Hindi Teachers*

64. In order to overcome the shortage of qualified Hindi teachers:

- (i) As part of three language formula, Hindi should be taught as a compulsory subject upto Class X, for which the syllabi and textbooks should be specially designed in sync with the ethos of the Mizo society. The MBSE may initiate the necessary steps for its introduction at the high school stage.
- (ii) Hindi should be included as an elective subject in the higher secondary curriculum. It should be possible for students to take up Hindi as one of the electives in addition to the study of one MIL as part of core curriculum.
- (iii) To begin with, at least 20% higher secondary schools and degree colleges should make provision for the teaching of Hindi as an elective subject, for which the Mizoram Government should create an appropriate number of posts of Hindi PGTs for higher secondary schools and Hindi lecturers for degree colleges.
- (iv) The teacher trainees pursuing Shikshan Parangat (B.Ed.) and Shikshan Praveen (D.T.Ed.) programmes in the Mizoram Hindi Training College should be interviewed during the period of training for regular appointment in the Department of Education so as to enable them to join their duties immediately after completion of the course.

#### *Continuing Professional Development of Teachers*

65. In addition to institutionalization of teachers' in-service education, the State Government should formulate a scheme with multiple provisions for the continuing professional development of school and college teachers for the implementation of which a separate budget head may be created in the budget of the Department of Education. The scheme may have provisions for study leave, grants for participation in seminars, etc. and study visits.

66. In order to ensure implementation of the teachers' professional development scheme, a modest sum of Rs.50 lakhs should be provided every year in the budget of the Department of Education to cover expenditure on the salary of contract teachers hired against the teachers proceeding on study leave, travel grants for participation in seminars, etc. and for the organization of study visits.

#### *Service Conditions of Teachers*

67. Teachers' Welfare Fund may be established with an initial corpus of Rs.5 lakhs with an annual contribution of Rs.50 thousand. The fund should be non-lapsable, that is, the funds unutilized during a year should be carried forward for utilization during subsequent years.

68. The State Government should make adequate provision in the budget of the Department of Education for the payment of either pension or Contributory Provident Fund (CPF) and gratuity to the teachers of government aided schools. Alternatively, the schools should be

granted permission to charge Development Fund from the pupils and some percentage of the Fund may be earmarked and parked in a separate account for the payment of retirement benefits. Besides gratuity, management's contribution towards CPF may be made out of the funds parked in the separate account.

69. The following provisions should be incorporated in the conditions of recognition of unaided schools in order to protect the teachers against exploitation.
  - (i) The school management shall pay salaries and allowances to the teachers on the pattern of government school teachers.
  - (ii) The school management shall make provision for the payment of CPF/EPF and gratuity to the teachers as per rules of the State government.
70. The Village Council should provide land and the School Managing Committee (SMC) should mobilize funds for the construction of staff quarters. The School Development Plan (SDP) to be prepared by the SMC must include the provision for the construction of staff quarters alongwith the provision for additional classrooms, laboratories, workshops, playgrounds, etc.
71. In order to redress teachers' grievances expeditiously, the Grievance Redressal Mechanisms should be established at the State level, district level and sub-division levels.
72. The proper operationalization of the Grievance Redressal Mechanisms, the State Government should frame rules for the constitution of State, District and Sub-Divisional Grievance Redressal Committees specifying their composition, jurisdiction, and functions.

#### *Code of Professional Ethics*

73. The State Government should appoint an expert group to examine the Code of Professional Ethics for teachers developed by the NCERT and modify it in the light of the RTE Act 2009 in consultation with the representatives of teacher organizations. The modified version may be submitted to the State Advisory Board (SABE) for consideration and approval. It is further recommended that at the time of initial recruitment of teachers, the 'Code of Ethics' should be included in the offer of appointment, and the teacher should be required to furnish an undertaking to the effect that he/she would follow the 'Code' in letter and spirit.

### **Chapter 9: Rejuvenating Higher and Professional Education**

#### *Unviable Colleges*

74. Each institution of higher education should have a critical mass of students as well as faculty and, therefore, it is recommended that the State Government should appoint a Task Force to examine the viability as well as desirability of a college with students' enrolment of less than 200. Besides exploring ways and means to increase the students' enrolment by improving infrastructure and offering additional courses, the colleges found to be unviable should be merged with better functioning nearby colleges.

#### *Colleges under PPP Model*

75. As the establishment of full-fledged College of Fine Arts, College of Performing Arts, and College of Physical Education require huge investments, these institutions may be set up under Public Private Partnership (PPP) model. The infrastructure of the Colleges merged

with other institutions could be utilized by the State Government to set up such institutions under its own control or could be handed over to the private education providers.

#### *Academic and Examination Reforms*

76. The acceptance of academic and examination reforms, as mandated by the University Grants Commission (UGC), as well as their implementation in the State under the guidance of the Mizoram University. The University should organize orientation programmes for the college teachers in order to ensure their involvement in the implementation of the reforms.

#### *Budgetary Allocation*

77. The State Government should earmark at least 20% of its budget of higher education for the upgradation of infrastructural and instructional facilities in the colleges.

#### *Impetus to Physical Education*

78. A sports department be established in each college with provision of sufficient funds for the purchase of sports equipments and materials. A post of Assistant Professor in Physical Education be created in each college for this purpose.

#### *Upliftment of Libraries*

79. Master's degree in Library and Information Science (M.Lib.Sc.) should be prescribed as the professional qualification for the appointment of a Librarian in a College. In addition, the posts of Library Assistants and Library Attendants, depending on the number of students and books in the College, should be created.

#### *Autonomy in Higher Education*

80. College Principals should be granted sufficient autonomy in academic matters and be delegated enough powers in administrative and financial matters.
81. The State Government should identify a couple of better functioning colleges and encourage them to submit proposals to the UGC under the scheme of Autonomous Colleges.

#### *Quality Assurance Mechanism*

82. The College Development Council (CDC) in the Mizoram University should ensure that every college establishes an internal quality assurance mechanism in accordance with the guidelines provided by it. The CDC should also conduct inspection of colleges on a regular basis and the State Government should take effective measures to make up the deficiencies, if any, pointed out in the inspection reports. Further, it should be made mandatory for the colleges to seek National Assessment and Accreditation Council (NAAC) accreditation as per the directives of the UGC.

#### *New Programmes*

83. The Government of Mizoram should make provision for starting undergraduate programmes in areas like Physical Education, Fine Arts, Performing Arts, Library Science in its colleges through direct funding or under the PPP model. In addition, it should approach the Mizoram University to take up the remaining courses during the 12<sup>th</sup> Five Year Plan with due



approval from the Union Ministry of Human Resource Development (MHRD)/University Grants Commission (UGC).

#### *Monitoring of Professional Education*

84. A coordination Committee under the chairmanship of the Chief Minister be set up to guide and monitor expansion of professional education in the state. MZU, NIT, CAU, NEC and ICFAI should be represented on the Committee. The Department of Higher and Technical Education of the State Government may function as the secretariat of the Committee.

#### *ODL in Higher Education*

85. The State Government should evolve an effective mechanism to monitor the functioning of the IGNOU Regional Centre and specially of the Study Centres under its jurisdiction and should continuously provide feedback to the IGNOU Headquarters and impress upon them to take corrective measures, in order to provide quality education to the ODL students.

### **Chapter 10: Engaging Adults in Education and Literacy**

#### *Evaluating Current Programmes*

86. An external evaluation be conducted of the Total Literacy Campaign (TLC) phase as well as the PL phase of the adult literacy programme on aspects such as duration of the programmes, resource persons involved, the nature of the programme transaction and the level of the mastery of the participants.
87. The Government should restore the critical posts in the Directorate of Adult Education and conduct a thorough assessment of the on-going programmes and draw a follow-up plan of action for improving the internal efficiency of management system, establishing linkages with other developmental agencies for a coordinated programme of skill development of youth and adults and forging partnerships with community organizations for effective management of the life-long education programme.

#### *State Literacy Mission Authority*

88. The SLMA which has been lying dormant may be immediately revived to give the needed boost to the AE and literacy programme.
89. The Board of Management and other statutory Committees of the JSS should meet regularly; short duration courses with limited employment potential should be stopped, more centres should be opened in rural areas and equivalency programmes should be started at the earliest. The statutory Committees of the JSS should constantly review the emerging enrolment patterns and take timely action to avoid repetition of the past mistakes.

### *New Thrusts in Adult Education and Literacy*

90. The Adult Education and Literacy programme need to be given a fresh orientation in all its aspects. Some of these are mentioned below for purposes of further elaboration:-
- (i) Restructuring the existing programme so that basic literacy, post literacy and continuing education form a continuum.
  - (ii) Establishment of People's Education Centers to provide a range of opportunities for basic literacy education and lifelong education.
  - (iii) Ensuring that basic literacy is provided through a variety of context specific and group-specific approaches. Each People's Education Center takes responsibilities for organizing basic literacy programme for persons who are in need through approaches like Volunteer-based Approach, Resident Instructor Approach, Residential Camps Approach, Part-residential Camp-Part Volunteer-based Approach.
  - (iv) Strengthening the management system at block, district and state levels to facilitate implementation of activities in the People's Education Centers.

## **Chapter 11: Vocational Education and Training: Integration of Knowledge and Skills**

### *Expansion of VET Infrastructure*

91. At least one ITI must be established in each district of the State. In addition to the trades offered in the existing ITIs, new vocational courses relevant to the needs of Mizoram should be developed and offered in these institutes.

### *Community Polytechnics*

92. The system of vocational and technical education should be further expanded at the earliest by establishing at least four more Polytechnics in districts other than Aizawl and Lunglei out of which two Polytechnics may be designed as 'Community Polytechnics'. In addition, vocational schools should be set up in those districts where Polytechnics are not being established. The Polytechnic at Aizawl should be made co-educational so that male students of the areas surrounding Aizawl are also benefited. The State Government should appoint a Task Force to identify courses to be offered in the new Polytechnics including Community Polytechnics.

### *Community Colleges*

93. At least two Community Colleges should be established in Mizoram to offer programmes which can lead to employment to Mizo educated youth both in and outside Mizoram. The undergraduate colleges found to be unviable may be converted into Community Colleges by utilizing the infrastructure of the College or amalgamated with some other college.

### *Vocational Management Information System*

94. All institutions offering technical and vocational education should be brought under the umbrella of the SCTE, which could be renamed as State Council of Technical and Vocational Education (SCTVE). A suitably staffed Academic Wing should be set up in the Council to undertake Research and Development (R&D) work in the field of VET, particularly conduct of need assessment surveys; development of programmes, course

designs and learning materials; maintenance of comprehensive Vocational Management Information System (VMIS).

## **Chapter 12: Private Sector in Education**

### *Panel Inspection of Private Institution*

95. Like Government and Government-aided schools, the functioning of private unaided schools should be continuously monitored for which the system of Panel Inspection should be introduced. The panel comprising education officials and subject experts should be appointed to undertake thorough inspection of schools. It must be ensured that every school is inspected at least once in three years.
96. The State Government should take effective measures to check exploitation of teachers in private schools by ensuring for them security of service and emoluments as per norms of the Department of Education.

### *Fee Structure*

97. In order to ease the financial constraints of private schools, the Schools should be permitted to levy fees commensurate with the facilities they provide to the students. However, it should be ensured that the fees are not such as lead to undue profits for the educational entity responsible for running the school.

### *Grant-in-Aid Modalities*

98. The grant-in-aid should not be restricted to only salaries of teachers. The Department of School Education should prepare two lists of approved items of income and expenditure. The items of expenditure may include salary and allowances of teaching and non-teaching staff, retirement benefits, maintenance of building, water, electricity and telephone charges, upgradation and enrichment of instructional facilities like library, laboratories, etc. Likewise, the approved income may include receipt from fees, development funds, donations, etc. The grant-in-aid may be between 75% and 95% of the difference between the income and expenditure of the school. To begin with the grant-in-aid may be 75%, which may be progressively raised to 95% depending on the performance of the school.

### *Public Private Partnership*

99. The following PPP models may be adopted in the State:

*Model 1:* The local community provides land free of cost and the State Government establishes an institution and runs it like any other Government institution. The local community may also give donations in cash or kind from time to time for the augmentation of infrastructural facilities like additional classrooms, laboratories, libraries, equipment, playgrounds, etc. In lieu of its contributions, the elected representatives of the Community may be appointed as members of the Managing Committee of the institution and should be responsible for monitoring its day to day functioning. There should be proper acknowledgment of the donations/contributions made by individuals or groups of individuals. The model envisages joint ownership of the State Government and the local community. This model may be adopted for the establishment of high/higher secondary schools.

*Model 2:* The State Government invites established and reputed educational entities from within Mizoram or outside Mizoram like Church to establish such institutions as are not presently in existence in the State. This model may be adopted in respect of institutions of higher or professional education or for specialized areas of study. The State Government provides the required land free of cost to the educational entity, who in turn constructs the campus and runs the institution as per the norms of the affiliating Board/University and as per the terms and conditions contained in the Memorandum of Understanding (MoU) to be signed between the State Government and the educational entity. The educational entity may be permitted to recover the costs of its investments alongwith reasonable returns through the levy of fees, which of course should be at differential rates for Mizo and non-Mizo students.

*Model 3:* The State Government identifies a field of study and decides the type of institution to be established. It invites Expression of Interest (EoI) from the educational entities having prior experience in the concerned field. The identified agency procures land, constructs the campus and hands over the facilities to the State Government for running the institution. The State Government reimburses the cost alongwith interest to the concerned entity in 15-20 years.

### **Chapter 13: Educational Governance in Mizoram**

#### *Rejuvenating SCERT*

100. The SCERT should retain its original nomenclature of the State Council of Educational Research and Training (SCERT). But, its status in the Department of Education should be at par with the other wings of the Department, that is, Directorates and its Director should be equal in rank and status with other Directors in the Department. The SCERT may function as a separate wing of the Department of Education under the direct supervision of the Education Secretary. In its academic and administrative functions, the SCERT may be guided by an Executive Committee, under the Chairpersonship of the Education Secretary. The Committee may comprise:

1. Secretary (Education)	:	Chairman
2. Director of School Education	:	Member
3. Director of Higher and Technical Education	:	Member
4. Director of SCERT	:	Member
5. President MBSE	:	Member
6. Head, Department of Education, Mizoram University	:	Member
7. Principal, CTE	:	Member
8. Principal Mizoram Hindi Training College	:	Member
9. One Principal of DIET	:	Member
10. Joint Director, SCERT	:	Member Secretary

101. To begin with, the responsibility for the curriculum development in respect of pre-primary and elementary stages should be transferred to the SCERT, while the curriculum development for the secondary and higher secondary stages should remain with the Board.

#### *Rejuvenating MBSE*

102. The Academic and Research Wing of the Board should be strengthened, membership of the Board should be re-examined and a suitable mechanism should be evolved to identify most competent persons for the positions of the President, the Secretary, and the

Controller of Examinations (CoE) in the MBSE. This could be either done through specially constituted selection (search) Committees or the Mizoram Public Service Commission (MPSC).

103. The post of the Deputy District Education Officer (DDEO) for each district should be created. The Circle Education Officer (CEO) should be re-designated as Assistant Education Officer (AEO) as the designation CEO has different connotations and is not in conformity with the designations of comparable positions in other States.

#### *School Managing Committee*

104. A Managing Committee should be appointed for every school. The State Government should frame rules specifying the composition, functions and powers of SMC for all levels of schools.

#### *Norms and Standards for Schools*

105. The State Government should initiate appropriate action to evolve Norms and Standards separately for different levels of schools, that is, primary, elementary, secondary and higher secondary schools. The notified norms should be applicable for the government as well as aided and unaided schools. The notified norms should form the basis for the preparation of School Development Plan by the SMC on the one hand and on the other these should also serve as the reference criteria for use during annual and panel inspections.
106. The Directorate of School Education and the MBSE should revisit the norms prescribed by them for the recognition and affiliation of schools respectively in the light of the new norms and standards prescribed by the State.
107. The State Government should Commission a comprehensive school mapping study to find out the schools which could be merged with other institutions in the neighbourhood.

#### *Mizoram Education Service*

108. The State Government should initiate appropriate action for the Constitution of a specialized Education Service in Mizoram for which a Task Force may be set up to work out the necessary details. The broad parameters for the establishment of the MES are suggested below:
  - (i) There should be a common MES for higher education, technical education, school education and the SCERT.
  - (ii) The minimum entry qualification to the service should be post-graduate degree with three years teaching or research experience in the recognized educational institutions.
  - (iii) In the initial years of the establishment of MES, the age limit may be 24-45 years but after a few years it could be 24-35 years.
  - (iv) The candidates selected for MES may be provided intensive training in educational management for about 6 months.
  - (v) The MES should include officers like Director, Joint Director, Deputy Director, Assistant Director, DEO, SDEO, CEO, Principal of Higher Secondary School, Headmaster of Middle and High School.

- (vi) The mode of selection should be written examination followed by personal interview to be conducted by MPSC.
- (vii) During the transition period (initial 5 years) 50% cadre posts should be filled up by promotion and the rest through MES, and thereafter, it should be 100% through MES.
- (viii) The MES should have junior, intermediate and senior grades to accommodate those already in the senior positions.

#### *Education Code*

109. The State Education Department should compile the Education Code or Manual which could serve as a 'Ready Reference' for the guidance of the administrative officers. The availability of the Reference Manual shall mean quick and better adherence to the prescribed Rules and Regulations as the officers will not have to depend on their memory or to search relevant circulars and orders from the office files.

### **Chapter 14: Financing Education in Mizoram**

#### *Resource Generation*

110. The State should mobilize additional resources from different sources and also evolve innovative strategies for financing the expansion and consolidation of educational facilities in the State.

#### *Timely Release of Funds*

111. The State Government should ensure timely release of its share to the implementation agencies responsible for various centrally sponsored schemes. The State Government should also make provision for giving funds from its own sources to the implementing agencies in advance in anticipation of the receipt of funds from the central agencies.
112. The State Government should take up with the central government about setting up of Jawahar Navodaya Vidyalayas in each district, some more Kendriya Vidyalayas and a Sainik School on priority basis.
113. The State Government should encourage private service providers to set up institutions of higher learning offering programs that are not available in the existing public institutions.

#### *Examination of Fee Structure*

114. The State Government should make education available free of charge right up to senior secondary stage. The State Government should appoint a Task Force to examine the issue of fees at the undergraduate level and recommend the new rates of fees. The Task Force should also be required to identify the self-financing programmes which could be introduced in the undergraduate colleges. The colleges should be permitted to retain 50% of the fees received from students for the creation of new infrastructure, maintenance of the existing infrastructure and other developmental activities.

#### *Expenditure on Salaries*

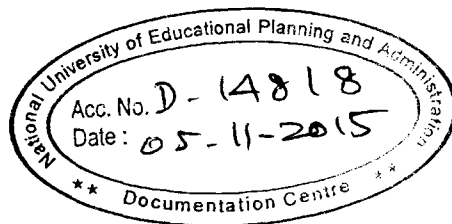
115. The percentage of expenditure on salaries should be gradually brought down to 80% and the developmental expenditure should be raised to 20%. However, in the plan budget, the

expenditure on salaries component in respect of contractual and plan posts should be minimum possible, the maximum should be on establishment of new institutions and creation of additional infrastructure. This shall obviously necessitate higher budget allocation for the education sector.

*Budgetary Allocation for Education*

116. The State should gradually increase budget allocation for education, ensure maximum utilization of central resources, evolve alternative strategies for generation of additional resources, seek private participation in the expansion of educational facilities and gradually increase expenditure on developmental activities. Having regard to the present expenditure and future projections, the state should make extra efforts to ensure that the total outlay for education from all the sources receives an incremental hike from the present level of 47,000 lakhs to 84,000 lakhs per annum from the year 2010 onwards.

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