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CHAIRMAN,
Commission on Primary Education
in Garo Hills.



SHILLONG

Dated 13th June, 1980

D. O. No. Nil.

My Dear Chief Minister,

On behalf of the Commission and on my own behalf, I have great pleasure in submitting the Report of the Commission on Primary Education in the Garo Hills Autonomous District which is based on unanimous decisions and recommendations.

Yours sincerely,

Sd/- R. S. LYNGDOH

Mr. B. B. LYNGDOH,
Chief Minister,
Meghalaya, Shillong

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IN THE GARO HILLS AUTONOMOUS DISTRICT

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CHAPTER I

INTRODUCTORY

1.1. At the time when the British Government decided that India should become independent, there was a lot of discussion in the hill districts of the erstwhile composite State of Assam as to the question of the future destiny of those hill districts. The history of the constitutional development from 1946 to 1951 was very fascinating. The debate in the Constituent Assembly clearly indicated that in whatever manner the Constituent Assembly might decide about the future of the hill Districts, the administration of these areas should be made or should be so arranged that the hill districts should have the right to decide by themselves for themselves in certain vital subjects. Eventually, the Constituent Assembly decided that the administration of the hill districts of Assam should be brought under the provisions of the Sixth Schedule of the Constitution. Since 1952, except the areas known as Naga Hills District and Naga Frontier Tract, all the other hill districts have been brought under the purview of the Sixth Schedule of the Constitution of India.

1.2.1 Since the present Commission has to deal only with the problems of primary education in the Garo Hills in particular, it is better to examine the appropriate provision of the Constitution relating to the subject. The original provision of paragraph 6 of the Sixth Schedule states as follows:—

“The District Council for an autonomous district may establish, construct or manage primary schools, dispensaries, markets, cattle pounds, ferries, fisheries, roads and waterways in the district and, in particular, may prescribe the language and manner in which primary education shall be imparted in the Primary Schools in the district”.

1.2.2 In pursuance of the above provision of the Constitution, the management and control of primary education was transferred by the erstwhile Government of the composite State of Assam to the autonomous district councils under the terms of an agreement between the Government of Assam and the autonomous district councils. (*Vide* Appendix—I, II, and III)

1.2.3. The transfer of primary schools from the Government hands to the Garo Hills District Council took effect from 1st June, 1961 and to the United Khasi and Jaintia Autonomous District Council on 1st April, 1962. But Jaintia Hills became an Autonomous district from the 8th April, 1967.

1.3.1. Over the years, after the transfer of primary education to the District Council, primary education in that autonomous district has to pass through many difficult periods. At the beginning there was no complaint on the part of the primary school teachers because payment of salaries and allowances were made regularly. This is due to the fact that during the early period, the Garo Hills District Council had some solid financial resources of its own. But the resources on which the District Council had to depend went on decreasing year by year, in the sense that the income falls far too short of the expenditure on education. Slowly the amount of arrears went on mounting up, and a time came that the District Council could no longer pay the teachers on a monthly basis. The teachers had to wait for many months for their salary because the District Council also had to wait for Government grants. As a result of this, there had been a lot of discontentment in the minds of the primary schools teachers who are working in the District Council schools. At the beginning it appears that they were not so dissatisfied with the District Council. But a time came that they had to take resort to some extreme measures. Early in 1979, the primary school teachers in the Garo Hills constituted themselves into an association known as “All Garo Hills Primary School Teachers Association, Tura”. The formation of this Association was aimed at collective efforts to bargain with the authorities that each one of them should get their dues paid in time. But the amount of arrears of salaries of teachers continued to go mounting up. Therefore, the Association decided to start agitation and strike by the teachers. The strike took place and there were dislocation of the management of primary education in the Garo Hills.

1.3.2. The agitation of the teachers assumed public interest only in the second half of 1979, when the teachers started to go on an indefinite strike. Great concern was expressed not only in the Garo Hills and in Meghalaya in particular, but it was expressed also on the floor of the Lok Sabha on the 9th May, 1979 and also on the floor of the Meghalaya Legislative Assembly on the 29th November, 1979.

1.3.3. The Primary School Teachers of the Garo Hills went on strike on 11th June, 1979 and it was called off on 10th July 1979 at the intervention of the Chief Minister of Meghalaya. Even after the strike was called off, the primary education system was not working properly and the primary schools were not running regularly. The primary schools teachers again went on strike on 18th October, 1979 and continued up to 14th December, 1979. The Garo Hills Autonomous District Council suspended about 590 teachers and also dismissed 12 teachers and appointed substitutes. But the substituted teachers were prevented to hold classes by the All Garo Hills Primary Schools Teachers Association. The Primary Education system in the Garo Hills remained completely paralysed and the Chief Minister of Meghalaya had to initiate a discussion at a meeting called by him at Tura on 14th December, 1979 over the problems of the L. P. Schools Teachers in the presence of the representatives of the All Garo Hills Primary School Teachers Association, and the Chief Executive Member, and also Executive Member in-charge education of the Garo Hills District Council. An Agreement was reached and the following are the terms—

1. "The salaries due to the Primary School teachers from 1st March, 1979 to 30th November, 1979 shall be paid by the Garo Hills District Council for which necessary arrangement by the council will be made with the Government. The All Primary School Teachers Association shall submit to the District Council within 10 days the list showing the salaries due to any unpaid teachers for the period in question and the district council shall examine the same within 10 days. The district council through grants, loans or advances from the State Government will arrange payments to the teachers within 15th January, 1980.

2. The suggestions of the district council and the All Garo Primary School Teachers Association for re-transferring the management and control of Primary Schools to the State Government within 3 months from today after consulting all the district councils in the State and/or after appointing a Commission, etc.

3. Subject to adjustment against the pay, adhoc advance payment to meet the needs of Christmas shall be paid to the teachers by the district council from 19th to 21st December, 1979 for which expenditure the Government shall sanction lumpsum advance.

4. The teachers shall forthwith call off their strike and resume their duties with effect from the date the schools re-open after the Christmas vacation".

1.4.1. In accordance with the provision of clause 2 of the above agreement, the Government of Meghalaya decided to constitute a Commission to enquire into the various aspects of the Primary Education in the Garo Hills and to make recommendations. But at the very outset, there was some administrative difficulties to set up the Commission. Two Notification were issued simultaneously—One by Education Department under No.EDN.252/79/10 dated 15th January 1980, (*vide* Appendix-IV) and the other by the District Council Affairs Department under No.DCA.2/80/5, dated 14th January 1980, (*vide* Appendix-V). The members appointed under the above Notification are:—

- | | | | | | | | |
|----|-------------------|-----|-----|-----|-----|-----|-------------------|
| 1. | Dr. R. S. Lyngdoh | ... | ... | ... | ... | ... | Chairman |
| 2. | Shri A. S. Shylla | ... | ... | ... | ... | .. | Member |
| 3. | I. K. Sangma | ... | ... | ... | ... | ... | Member-Secretary. |

1.4.2. Shri I. K. Sangma expressed his inability to associate himself as a member of the Commission. *vide* his letter No.MBGSE/SE-19/80/265, dated 22rd January 1980 (*vide* Appendix-VI). Thereafter, Government issued a revised Notification under No.DCA.2/80/15, dated 26th February 1980 (Appendix-VII) replacing Shri I. K. Sangma by Shri B. S. Sangma and Shri Plarsing Marak was included as a new Member.

1.4.3. The Government in the District Council Affairs Department issued a revised Notification under No. DCA.2/80/22, dated 28th February 1980 with specific terms of reference, (*vide* Appendix-VIII). Again Government decided to revise the terms of reference after the Commission had invited submission of Memoranda and views from the various associations and individuals. The final terms of reference issued under Notification No. DCA.2/80/30, dated 13rd March 1980 are as follows:—

1. To examine the claims for arrears of pay and allowances by the teachers under the District Council and make necessary recommendations.
2. To ascertain the causes of frequent strikes and dislocation of primary education in the Garo Hills and to make necessary recommendations.
3. To find out whether funds have been provided by the District Council from their own resources for expansion of primary education.
4. To indicate the procedure for payment of salaries to the teachers by the Garo Hills District Council.
5. To comment on the rules framed by the District Council for administration of primary education.
6. To ascertain/assess the over-all position of primary education under the Garo Hills District Council.
7. Any other point(s) that may be considered necessary by the Commission.

Constraint :—There is no constraint or limit to the power of the Commission to examine any other matter pertaining to primary education in Garo Hills.

1.5.1. The Commission in its first meeting held on 14th March 1980 decided to adopt a simple approach to study the educational facilities with special reference to the primary education and matters connected therewith in the Garo Hills Autonomous District. No questionnaire were issued but notices were issued to all educationists, Associations and persons interested in education requesting all concerned to submit their memoranda relating to primary education in the Garo Hills Autonomous District in particular and primary education in the State in general. (*Vide* Appendix-IX).

1.5.2. In response to the above invitation, the Commission received Memoranda from 9 (nine) individuals consisting of educationists and persons interested in education. Besides the all Garo Hills Primary School Teachers Association, Tura, four other Associations submitted memoranda to the Commission. (A list of those association and individuals can be seen in Appendix-X).

1.5.3. The Commission held 27 (twenty-seven) Sessions including the sessions held with the representatives of the Garo Hills Autonomous District Council as well as with the other two District Council namely the Khasi Hills and Jaintia Hills Autonomous District Councils. A list of persons who appeared before the Commission is enclosed in Appendix XI.

1.5.4. Besides the Commission had consultations with the following State Government officials:—

- 1 Shri T. Cajee—Special Secretary to the Govt. of Meghalaya D.C.A. Department.
2. Shri J. M. Phira—Secretary to the Govt. of Meghalaya, Education, Youth and Sports Departments.
3. Shri S. N. Phukon—Secretary to the Government of Meghalaya, Law Department.
4. Shri E. N. Syiem—Director of Accounts and Treasuries and Examiner of Local Accounts.
5. Shri J. P. Singh—Deputy Commissioner, West Garo Hills, Tura.
6. Shri C. Wolfgang—Officer on-Special Duty State Council of Educational Research and Training.
7. Shri T. Mark—Deputy Director of Public Instruction, Meghalaya.
8. Smti Anita Sangma—Deputy Director of Social Welfare, Meghalaya.

CHAPTER II

Education and National Objectives

2.1 Education has always been accorded an honoured Place in our country. The destiny of any country is now being shaped in a class-room. This we believe, is not mere rhetoric. In the post-independence period, the major concern of the Government of India and of the States has been to give increasing attention to education as a factor vital to national progress and security. Problems of educational reconstruction were reviewed from time to time by several commissions and committees, notably the University Education Commission (1948-49), the Secondary Education Commission (1952-53) and the Education Commission (1964-66). Most of the recommendations of these commissions had been implemented by the Government of India and by the State Governments.

2.2 The Government of Meghalaya had also Constituted the Education Commission a few years back. The intention of the State Government at that time was to find out ways and means how to improve the quality and standard of education right from the pre-primary stage upto the secondary stage. The Commission, in its report submitted in 1977, has made certain recommendations for the improvement of school education for all stages except primary stage. We are not aware of the reasons why the said Commission has not made any recommendations of remedial measures for the improvement of primary education in the State. However, while making this observation, we do not mean to cast any aspersion on the works done by the Meghalaya Education Commission. Perhaps the decisions were taken under great constraints.

2.3. The reports of these commissions contain the basic objective that the educational process should be considered as integrated whole and should not be divided into different water-tight stages. In the whole process of education, the primary stage is the most important. But on the other hand, we generally divide school education into pre-primary, primary and secondary stages. The division of school education in these different stages is made for the sake of convenience, as much as relates to matters concerning prescription of curriculum for the different stages which will suit the mental aptitudes of children of different age groups. It is also a system which will be more convenient to prescribe the qualifications of teachers for the various stages.

2.4. All the Commissions set up by the Government of India have laid emphasis that the national objective contained in Article 45 of the Constitution of India should be implemented as early as possible. This Article enjoins upon the Central Government and the State Governments to make provisions that all children between the age of 6 and 14 should get free and compulsory education. In absolute term, this period of eight years means that each and every child should get free and compulsory education from Class I to Class VIII. But this period covers primary stage and lower secondary stage. However, the division of stages of education does not stand on the way to achieve the national objective.

2.5. The division of the entire period of formal school education into different stages are regarded as corresponding to the different stages in the development of a child-in-fancy, childhood and adolescence. From the social point of view, primary education has long been considered as education meant for the masses and secondary education for the selected few. But this kind of consideration does no longer hold good today. For instance, it is increasingly realised that the dividing lines between pre-primary and primary or between primary and secondary are arbitrary and variable.

2.6. It is better to deal with the importance of pre-primary education at the first instance. Pre-primary schools were first established to meet the social needs such as looking after the children of working mothers or providing a suitable environment to little boys and girls from urban families whose small flats were hardly appropriate for the children's proper growth. These schools also attempted to compensate for the unsatisfactory home environment of children from slum areas or poor families. Today, however, the educational significance of the State is being increasingly realised. Modern researches have shown that the years between 3 and 10 are of the greatest importance in the child's physical, emotional and intellectual development. It has also been found

that children who have been to a pre-primary school show better progress at the primary stage and help in reducing wastage and stagnation. The modern trend in educational policy, therefore, is to emphasise pre-primary education, especially for children with unsatisfactory home background. The Kothari Commission has laid down the following objectives of pre-primary education:

“To develop in the child good health habits and to build up basic skills necessary for personal adjustment such as dressing, toilet habits, eating, washing, cleaning, etc.

to develop desirable social attitudes and manners and to encourage healthy group participation making the child sensitive to the rights and privileges of others:

to develop emotional maturity by guiding the child to express, understand, accept and control his feelings and emotions:

to encourage aesthetic appreciation:

To stimulate the techniques of intellectual curiosity concerning the environment and to help him understand the world in which he lives and to foster new interest through opportunities to explore, investigate and experiment:

To encourage independent and creative activity by providing the child with sufficient opportunities for self-expression:

to develop the child's ability, to express his thoughts and feelings influent, correct and clear speech: and

to develop in the child a good physique, adequate, muscular co-ordination and basic motor skills”.

2.7. So far as the curriculum for pre-primary schools is concerned, it is more appropriate to think of it as a programme of activities. The Committee on Child Care (1961-62) appointed by the Central Social Welfare Board suggested that the Programme should consist of the following activities:—

(a) Play activities—

(i) free play including educational and constructional toys, indoor games and outdoor activities in association with other children:

(ii) physical activities involving muscular and limb movement;

(iii) Play involving contact, acquaintance, imitation and experience of physical, family and social environment

(iv) organise play, group activities and directional play: and

(v) playground activities using playground apparatus.

(b) Physical training including simple exercise, dance and eurhythmics.

(c) Manual activities and play like gardening, simple chores and participation in simple, community efforts.

(d) Censorial education using natural objects and specially constructed apparatus.

(e) Any work on artistic activities involving of finger skills and tools, and activities like drawing, painting, singing, music and dancing.

(f) Learning activities including language, personal hygiene and health rules, elementary nature study involving contact with the physical plant and animal world counting and arithmetic, etc.

(g) Self-service in school eliminating, as far as possible, the use of servants and adult helpers.

2-8. From our point of view, we have found that the programme tends to be rigid and authoritarian, that adequate opportunities are not given the children to know their environment, that group work tends to be emphasised at the cost of the children's needs and that the educational possibilities of the provision of mid-day meals and snacks are not utilised fully. To overcome these problems, it is necessary to improve the training of teachers and to give them greater freedom in planning their own programmes.

2-9. Primary education is the most important stage in the educational process in view of the fact that it is the first step towards the fulfilment of the Directive Principles contained in Article 45 of the Constitution. This fulfilment was to have been achieved by 1960, but in view of the immense insurmountable difficulties involved such as lack of adequate resources tremendous increase in population, etc. large number of children especially of the backward classes could not get proper opportunities for compulsory education. Moreover general poverty of the people apathy towards sending the children to schools and the illiteracy of the parents have stood on the way and as such, the constitutional directive has remained unfulfilled. There has been an insistent demand that Government should fix an early deadline for its fulfilment and prepare a concrete programme of action for the purpose. This demand for the provision of free and universal education for every child is an educational objective of the highest priority not only on grounds of social justice and democracy, but also for raising the competence of the average worker and for increasing national productivity has gain momentum year after year. However, in view of the magnitude of the problem, the unevenness of the large financial resources needed for the programme needs to be found out. The Kothari Commission has underlined the following measures to be taken up:—

(1) Each State should prepare a perspective plan for development of primary education taking into account the stage of development already reached and the local conditions and problems. The objective of the plan should be to fulfil the constitutional directive as early as possible:

(2) Each State should be assisted to go ahead at the best pace it can and the progress in no area should be allowed to be held up merely for want of essential facilities or financial allocations:

(3) While the constitutional directive may be fulfilled in some places such as urban areas or advanced States, a little earlier, all the areas in the country should be able to provide good and effective primary education to all the children within the shortest possible time.

2-10-1. The emphasis is not merely in the increase of enrolment because enrolment alone cannot be the means for an end. There are two more significant and difficult aspects which every State has to take into consideration. The first is the reduction of wastage and stagnation. On the average, out of every 100 children who enter Class-I only about half complete Class IV and only 34 complete Class VII. The extent of stagnation is extremely large, particularly in Class I. It is the duty of every State to rectify this position and ensure that every child who enters Class-I will progress regularly from year to year and reach Class V and that not less than 80 per cent reach Class VII. The second problem is teaching quality. It has been discovered that the standard of education given in the primary schools is unsatisfactory and that it imparts little beyond illiteracy and some elementary knowledge in a few academic subjects. What is expected is that primary education should lay the foundation for a child to grow into a responsible and useful citizen of the country. Taking these two problems into consideration, it is understood that the magnitude of the targets proposed would be realised in its proper perspective, if the academicians, the educationists, the bureaucrats and the political authority will detach all other political considerations from the academic programmes and policies.

2-10-2. There are certain practical measures for the implementation of the programme for providing good general education of seven years' duration to every child. A careful study of the development of compulsory primary education in the advanced and developed countries of the world shows that this programme is divided into three stages requiring among other things:

- The provision of a school within easy distance from the home of every child;
- the enrolment of every child of prescribed age into Class I of a school through propaganda, persuasion and even penal action, if necessary; and
- the retention of every enrolled child in school till he reaches the prescribed age or completes the prescribed course.

2:10:3. These are the three stages of universal provision, universal enrolment and universal retention. However, they are not mutually exclusive and does not generally overlap but run into one single whole. In a word they presume the simultaneous implementation of a programme of qualitative improvement of education and not only of quantitative improvement because universal enrolment or retention depend very largely on the attracting and holding power of the schools. The progress of universal education in the country can also be expected to follow this broad general pattern.

So far as the problem of primary education in Meghalaya is concerned, the commission will have to study against this background. In the subsequent chapters, the multifarious problems of primary education in the State will be dealt with in greater details.

CHAPTER III

Historical Background

3-1. The Commission is conscious that its scope of recommendations will apply only to primary education in the Garo Hills Autonomous District. On the other hand it is also aware of the fact that its recommendations will have an impact on primary education in the whole State. Therefore, in each and every chapter, a comparative study has been made between primary education in the Garo Hills and primary education in the other two autonomous districts. In this chapter, we propose to offer the synopsis of the historical background regarding the development of the primary education in the whole State in general and in the Garo Hills in particular.

3-2-1. Before the advent of the British, there was no formal education in any of the areas now comprised within the State of Meghalaya, although indigenous education in its wider sense was prevalent among the people of the State. The year 1826 stands as an important landmark in the history of education in the Garo Hills. In that year, the British Government started a school in Singimari in the Garo Hills, but the project failed. Other attempts were also made to start a school in 1827 and 1828 but these two efforts also failed. Another British officer established a school which lasted for several years, but the success was very little. During the 60's of the last century, education was brought to the Garo Hills by the American Baptist missionaries who functioned from Goalpara. Therefore, it can be said that education in the Garo Hills was born under the shadows of the church. In 1878, the missionaries made a settlement at Tura and made their attempts to increase the number of schools. From that year onwards, conversion to Christianity was speeded up. According to the belief of these Missionaries, conversion to Christianity should also be accompanied by conversion to literacy. In 1871, the number of Christians was 670, but in the 1901 census, the number of Christians was shown as 5439. Almost half of those Christians were returned as able to read and write.

3-2-2. Over those years upto 1905, it appears that the administration of primary education in the Garo Hills was left entirely in the hands of the American Baptist Mission. In 1905, the Chief Commissioner of Assam, Mr. Bamphulde Fuller, ordered the opening of a number of Government schools. In the following year, the Government opened the first M. E. School at Tura on a grant-in-aid basis. In that year again a Deputy Inspector of Schools was appointed to supervise the schools in the district. The Guru Training Schools was also opened in that year to provide training facilities for the Garo primary school teachers.

3.2.3. While the American Baptist Mission succeeded in promoting the cause of education in the Garo Hills, the Serampore Baptist mission did not succeed to promote the cause of education in the Khasi and Jaintia Hills. Although the people of Khasi and Jaintia Hills had come into contact with Christianity as early as 1813, yet the missionaries of those days did not make any attempt to establish any school in the hills. It was only after the coming of the Welsh Methodist Calvinistic Missionaries that education was planted in the hills. The first among the Welsh missionaries to arrive in the Khasi Hills were Mr. and Mrs. Thomas Jones. As soon as they arrived at Cherrapunjee in June 1841, they began to learn Khasi language, and within eight months' time, they were able to put down Khasi language in the Roman alphabets. In 1842, they decided to open up schools at Mawmluh, Mawsmal and Sohra. From that time onwards, boys and girls began to take interest to go to schools.

3-2-4. According to the official report of the Government on education in the Khasi and Jaintia Hills in 1864-65, the schools were entirely under the management and control of the Welsh Presbyterian mission which had established about 50 schools. The total strength of pupils was 1,398. Out of these 1,343 were males and 55 were females. The report recorded that there were 130 pupil teachers. Further, it was reported that three languages were taught in 16 schools namely, English, Bengali, and Khasi, in 4 schools English and Khasi were taught and in 36 schools, only Khasi was taught.

3-3-1. In 1867, the Government of India sanctioned the establishment of a Normal Training School at Cherrapunjee to train teachers for the schools in the Khasi and Jaintia Hills. Even in 1892, it was reported that the Normal School imparted training for teachers of primary and Middle schools.

3-3-2. During the whole of the British period, the progress of education both in the Garo Hills and in the Khasi and Jaintia Hills was very slow. But after Independence, the number of schools began to multiply by leaps and bounds. The progress of education was further enhanced with the launching of the First Five Year Plan. This was because of the fact that both the Central Government and the State Government have been trying hard to fulfil the aims of the constitution of India.

3-3-3. It must be noted that under the Constitution of India, the Garo Hills and the Khasi and Jaintia Hills were brought under the purview of the Sixth Schedule. Paragraph 6 of the Sixth Schedule clearly lays down that the District Council for an autonomous district may establish, construct or manage primary schools, etc. in the district and may with the previous approval of the Governor, make regulations for the regulation and control thereof and, in particular, may prescribe the language and the manner in which primary education shall be imparted in the primary schools in the district.

3-3-4. Although the management and control of primary education in the autonomous district falls under the purview of the respective District Councils the State Government, at the request of the respective District Councils, was continuing to manage primary education in the autonomous districts. It was in 1958 that the Government began to consider that the time had come to transfer the control and management of the primary education to the respective District Councils. In fact, the Garo Hills District Council had already asked for the transfer of the control and management of these schools to the District Council.

3-4. On 21st August, 1958, the Government of Assam in the Tribal Areas Department finalised the proposed terms and conditions for handing over primary education to the District Councils. The terms and conditions were circulated to the various District Councils for their views. It was only on 23rd March, 1960 that the joint meeting could be held to consider the terms and conditions of the agreement for transfer. The terms and conditions which were prepared by the Government of Assam were finally accepted on the 7th June, 1961. One of the most important conditions laid down by the Government was that transfer of the primary education would take effect as soon as each District Council had constituted the District Primary Education Board and notified the same in the Assam Gazette. The Garo Hills District Council had already done beforehand and the transfer had since been given effect to from 1st June, 1961.

3-5. It is curious to note that the terms and conditions were finalised without any office memorandum and that the decision was taken only by the Minister-in-charge of Tribal Areas and Welfare of Backward Classes Department and not by the Cabinet. It is also not understood how the Garo Hills District Council could constitute the District Primary Education Board without any proper legislation. In the absence of a legislation to define the powers and functions of the Board, it was but natural that the Board should become defunct. The State Government did not make any attempt to initiate a legislation to this effect.

3-6-1. The agreement also stipulated that with a view to maintaining adequate standard of primary education in the hills so that there might not be any difficulty to link up primary education with the middle schools. It was considered desirable that adequate arrangement should be made by the Board for preparing and prescribing curriculum, syllabus, text-books, etc. for use in the primary schools and that care should be taken that the standard of curriculum and syllabus should be in line with the policy which at that time was being followed by the State Primary Education Board. But experience has shown that each District Council has been following its own policy in these matters. As a result, there is no uniformity in the curriculum, syllabus, standard of teaching and standard of examination in all the autonomous districts.

3-6-2. After Meghalaya came into being, the State Government has not come up with any legislation or executive order for the constitution of the State Primary Education Board and for the constitution of the District Primary Education Board. As a result of all these, there has been no coordination between one District Council and another for bringing about uniformity in the standard of primary education. Even when paragraph 6 of the Sixth Schedule was amended, neither the District Council nor the State Government has made any attempt either to initiate a legislation in the state legislature or to frame regulations for the regulation and control of primary education. This has happened because of the fact that the language contained in paragraph 6 of the Sixth Schedule is not very clear. This difficulty will be dealt with in another chapter of our report.

3.6.3. Another interesting feature of the agreement, is that, one of the conditions of the agreement is that each District Council should take appropriate arrangement for proper training of primary school teachers. It is doubtful whether paragraph 6 of the Sixth Schedule empowers the District Council to have training schools. This doubt along with the inadequacy of funds in the Garo Hills District Council as in other District Councils makes training facilities remain as they were before 1961. It appears that the State Government at the time did not have the intention to transfer the existing training schools into the hands of the District Councils.

3.6.4. As far as the inspecting staff is concerned, the State Government was willing to transfer the Additional Deputy Inspector of Schools, the Sub-Inspector of Schools and the Assistant Sub-Inspector of schools to the District Council. But the District Council should make their own arrangement for the increase in the number of inspecting staff. In this case also, the District Council could not increase the number of inspecting staff as are necessary to inspect and supervise all primary schools in the district.

3.6.5. But as far as teaching staff are concerned, the Government was agreeable to place at the disposal of the District Council all permanent teachers as if on deputation. But it was unfair on the part of the State Government to treat the temporary Government primary schools teachers on a different footing. The agreement says that the services of those temporary teachers should be terminated with effect from the date on which the primary education was taken over by the District Council, and that the District Council should re-employ them on such terms and conditions as might be considered reasonable. But these terms and conditions were never framed. Further the Garo Hills District Council was also agreeable to contribute towards the leave salary and pension of permanent teachers. But this was never done. It has come to the surface that there are teachers who were due to retire some years ago are still teaching in some primary schools. This has brought problems for their pensionary benefits. Our recommendation on this issue will be dealt with in one compact chapter at the end of our report.

3.6.6. Before the finalisation of the agreement, the Government primary schools were maintained entirely at the Government cost. In addition, Government were always giving substantial grant-in-aid to the District Council for establishing new schools and also for the improvement of primary education in general, and in respect of such schools which were under the control of the District Councils. But with the transfer of the management of primary education to the District Councils, the agreement provides that in future, the expansion programme of primary education should be the sole responsibility of the District Councils concerned to provide necessary funds in their own budget. In practice, all District Councils have been following the policy that the expansion programme should be taken up only when Government could come forward with extra new schemes. It is true that the Garo Hills District Council has opened up new schools out of its own resources, yet in comparative terms, its contribution towards the total programme on primary education is meagre.

3.6.7. In the absence of financial rules to regulate the funds earmarked for primary education, a number of problems have cropped up. All these problems will be dealt with in a separate chapter.

3.7. The future of primary education in the Garo Hills looks very grim today if the State Government remains merely as a spectator. It would be the duty of the State Government to ensure that a new policy be evolved so that the State Government should take a keener interest for the cause of primary education which is the foundation stone of education as a whole.

CHAPTER IV

General Observation on Primary Education in the State

4.1. According to the 1971 census, the literacy rate in the State of Meghalaya is only 29.49 per cent. Though this rate compares favourably with the all India average of 29.35 per cent yet it does not comfortably reflect the educational picture of the State. The State has roughly 20 per cent of its population in the urban areas and 80 per cent in the rural areas while the share of the rural areas in the literacy percentage is only 25.40 per cent, the urban areas, on the other hand, have a literacy rate of 65.22 per cent. It may be urged that the high percentage in the urban areas is due to the higher level of consciousness of the urban population for the need of education, the better educational facilities available in the urban areas and a better economic life of the urban people.

4.2. The positive co-relation between economic development and educational standard needs no emphasis. Education results in the development and development demands more education. This circle enlarges to cover all activities of man. It will not be wrong, therefore, to assume that initially education plays a major role in initiating a process of development. Hence, it will not be far from the truth to conclude that the better educational facilities in the urban areas have resulted in a higher level of consciousness in the urban population given them a higher economic status and a higher percentage of literacy. The determinants of literacy percentage are related to the standard of elementary or primary education. If we are to compare literacy rates of two years, it is enough to compare the level of primary education over a number of years. Coming to the State of Meghalaya on its literacy rate and the system of primary education, we notice a peculiar feature which is not to be found in other parts of the country. According to paragraph 6 of the Sixth Schedule of the Indian Constitution, the responsibility for management of primary schools in the State vests with the District Council except those under the Shillong Municipality areas which remain under the State Government. Again there are number of primary schools run by private agencies and nobody can say whether these schools are under the control of the District Councils or under the State Government. Again, in recent years, a number of schools have been opened up in a number of specially backward areas of the State and these are under the control of the Community Development Department. Last of all, nursery schools are expected to be run under the control of the Social Welfare Department. It appears there has been no attempt to co-ordinate the activities of these different controlling authorities.

4.3.1. Primary education in the urban areas, namely, in and around Shillong Municipality and Contonment areas, the Jowai Town and Tura Town, is in better management because partly of direct Government control and partly because of better management by private voluntary agencies. Hence, the literacy rate in these areas is much higher than that of the rural areas whose primary schools are under the control of the District Councils. Stretching our arguments from the foregoing paragraphs and taking the rate of literacy as indicators of the standard of primary education in the two areas—urban and rural, it may be concluded that either the District Councils have failed in their functions as far as primary education is concerned or there is lack of coordination between the different departments of the State Government and the District Councils in the management of primary education in the State.

4.3.2. According to the Fourth Education Survey (1971-79) there are 35775 primary schools in the State with a total enrolment of 1,95,696 pupils. In keeping with the national pattern where elementary education is reckoned at 6+ we can break-up the above figure with enrolment in primary education at 92,913 and pre-primary education at 92,783. However, in Meghalaya, the management of primary education includes also the pre-primary and the primary schools which are one of the same institutions themselves.

4.3.3 The majority of the primary schools fall under the jurisdiction of the District Councils in so far as financial control, management and supervision of schools are concerned. But the mushroom growth of schools in our district shows lack of planning or lack of effective administrative control of the authorities. One

would find two or even three primary schools in a village where the children population is just 80 to 100 while some villages lack even a single school. After three decades of primary education guaranteed by the Constitution, we still find about 1200 habitations with a population of less than 200 persons each without even minimum educational facilities like a primary school. If this state of affairs is allowed to continue, it will take decades for our State to rise up from its economic backwardness no matter what amount of economic inputs are given today.

4.3.4. The Fourth Educational Survey reveals that there are 2,283 single teacher schools in the State, that is to say about 64 per cent of the total provision of primary schools in the State. This factor combined with 61 per cent untrained teachers produced a dilapidated picture of primary education in the State with a wastage percentage as high as 79.9 per cent. This is the reason why the educationists and academicians have raised a hue and cry about the growth of sub-standard schools with sub-standard teaching and sub-standard management.

4.4.1. The terms of the agreement that the District Councils made with the State Government in 1961 included the staffing of schools and expansion of primary education within the funds available through Government grants-in-aid and out of their own resources. The presence of several single teacher schools indicated the inefficiency of the District Councils to improve the quality of primary education in the State all these years. Indeed the standard of the primary education in the State has deteriorated much below the pre-1960 level. A glance on the examination results published by the District Councils would convince every one of this conclusion.

4.4.2. Since the management and control of primary education vest with the District Councils, it was expected that supervision and inspection of schools be done by them. The State Government had placed a number of inspecting staff at the disposal of the District Council, but the work of inspection is far from satisfactory. There are hundreds of schools which never see the face of an Assistant Sub-Inspector or a Sub-Inspector of Schools. Over the years, the number went on increasing while the strength of inspecting staff was never enlarged. It may be said that while the number of schools increases by geometrical progression, the number of inspecting staff remains constant. As a result, the ratio of Sub-Inspectors to the number of schools is very high. This ratio is 1:109 in the Khasi Hills, but the ratio in the Jaintia Hills and in the Garo Hills is much less.

4.4.3. When there is no proper and effective supervision of schools, there is every likelihood that schools are mal-functioned and some may even exist only on paper. Moreover, the follow-up action on inspection reports, if there are any, were nil because the State of affairs in most of the District Council schools are the same from year to year without any improvement.

4.5.1. The situation of our primary school buildings is horrible. 1613 of them are thatched houses housing cattles at night and children in the day time. Only 1174 have decent roofs to protect from rain and sunshine. For a State like Meghalaya which receives rainfall for six to seven months in a year, it is not surprised that the effective schools calender is being reduced because of such conditions. The position of furniture and equipments is pathetic. The Fourth Educational Survey reveals that there are 198 schools without a bench or a desk for the pupils. These small children are required to sit and write on a mudded floor. There are 335 schools without a chair or a table for the teacher. The number of schools having adequate blackboards are 2,327.

4.5.2. The State Government is increasing the building, furniture and equipment grants to all the District Councils year after year, but the situation in the schools has never improved.

4.6. All the three District Councils and even the State Government have forgotten the terms and conditions of the agreement which was arrived at in 1961. Had those terms and conditions been respected by them, the situation would have been improved.

4.7. The recent strike and agitation by the primary school teachers in the Garo Hills goes to show that the financial state of affairs in the schools and in the District Council is not good. There are already complaints from the other two autonomous districts that teachers get their salaries after a lapse of 8 or 9 months and sometimes even a year. We fail to understand how this state of affairs should have occurred. When the State Government has made a claim that funds have been released regularly to the District Councils, the reasons why the teachers were not paid their salaries can best be ascertained from the audit reports of the appropriate authorities. It is not only wrong but inhuman to withhold payment of salaries for the work already done, much more when it concerns the poor teachers who have devoted and sacrificed their lives with the difficult task of shaping the future of the young ones.

4.8. It must be borne in mind that primary education has a direct link with secondary school education and collegiate education and to a great extent, determines the standard of education in the State. Unless primary education has a strong foundation and broadbase, it will be futile to improve the quality of secondary education and collegiate education despite any attempt to reform them.

4.9. In another chapter, we shall be discussing in details about the different problems of primary education in the Garo Hills.

CHAPTER V

Structure of Primary Schools

5-1. After the transfer of L.P. Schools to the District Council in 1961, the Primary Education is headed by the Executive Member, District Council incharge of Education. The Executive Member is assisted by the Additional Deputy Inspector of Schools. There are a number of Sub-Inspectors and Assistant Sub-Inspectors of Schools under the Additional Deputy Inspector of Schools. The Additional Deputy Inspector of schools, the sub-Inspectors and the Assistant sub-Inspectors of schools are deputed by the Government. As far as the Garo Hills Autonomous District Council is concerned, Government have deputed one Additional Deputy Inspector of schools and some sub-Inspectors and Assistant sub-Inspectors of schools. The Organisation chart of the structure is shown in the Annexure—I.

5-2. From the evidences rendered before us by a number of witnesses, it appears that there is no close relationship between the Additional Deputy Inspector of schools and the Executive Committee of the district Council in the matter of controlling the inspecting staff. The former has no hand at all in the Administration of schools set up by the district Council. The Executive Committee is the sole authority and all appointments and transfer of teachers are made by it.

5-3. According to the fourth education Survey, there are 1535 L.P. schools including Junior Basic Schools in the Garo Hills Autonomous District. It is therefore humanly impossible for the present inspecting staff to conduct proper inspection. Most of the schools especially those in the interior have not been inspected for a number of years of their existence. In the absence of inspecting report it is not possible to know the actual number of enrolments and the progress made by the school-children in their studies. There is no wonder, therefore, that the standard of Primary Education has gone down to the lowest ebb. Since the Primary stage is the formative years of the child, it requires tender care and proper guidance from the teachers, which is apparently absent in the case of the L.P. Schools teachers in the Garo hills.

5-4. According to operative nomenclature in the State, Schools with Class I to III are called Primary School, those with Class IV to VI are called Middle School and those with Class VII to Class X are High Schools.

5-5. According to the national policy laid down by Government of India, a child at the age of six should be admitted to Class I. But in the actual practice prevailing in Meghalaya, the child starts his schooling with Class A and B. After passing Class B he is admitted to Class I. The Schools with classes A and B are called Pre-primary. The Pre-primary Schools are not under the management and control of the District Council, though Classes A and B are attached with every Primary School.

5.6. As regards teachers large number of the Primary School are single teacher schools. About 1,246 L.P. Schools are under a single teacher system and only about 200 L.P. Schools have 2 teachers or more teachers. Even if there is justification to have one teacher in a Primary School having a total number of 40 children, additional teachers should be appointed whenever the School is having more than two classes.

5.7. In order to bring about all around improvement in the Primary Schools, the whole system of Primary Education requires immediate re-structuring with radical changes. The Commission, therefore, recommends that—

- (i) The Elementary Board for the whole state of Meghalaya be constituted with the Joint Director of Public Instruction as Chairman, one full time Secretary to be appointed from among the Deputy Director of Public Instructions and two or three members to be appointed from amongst the educationists. Necessary legislation to this effect should be initiated by Government.
- (ii) The Inspectorate office in each District should be strengthened with sufficient number of inspecting and office staff. Each Sub-Inspector should look after 50 Lower Primary School. He should be made to inspect at least 10 Lower Primary schools in a month so that in 10 (ten) months time he can cover all the 50 Lower Primary schools twice. Instead of allowing the Lower Primary School teachers to go a long way to Tura to collect their pay, the Sub-Inspector himself should be made to disburse the salaries at a Central place once a month. In no case should the teacher be allowed to leave the school during the school hours and no school should be left without a teacher.
- (iii) At the Directorate level, a separate Branch should be set up under the charge of a Joint Director of Public Instruction and a separate Cell be created at the Secretariat level with one Under Secretary with a supporting staff. The proposed re-organisation chart is given at Annexure-II.

5.8. While it is the duty of the Government to protect the interest of the existing Assistant Sub-Inspector, the Commission recommends that in future these posts should be abolished after the retirement of the present incumbents.

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ANNEXURE II

(Vide Para 5—7)

Proposed Re-structure of Primary Schools

Secretary Education

Under Secretary Elementary Education

(Supporting staff in the Cell)

Jt. D. P. I. (Jt. Director of Elementary Education)

Dy. D. P. I.—(Dy. Director and Elementary Education)

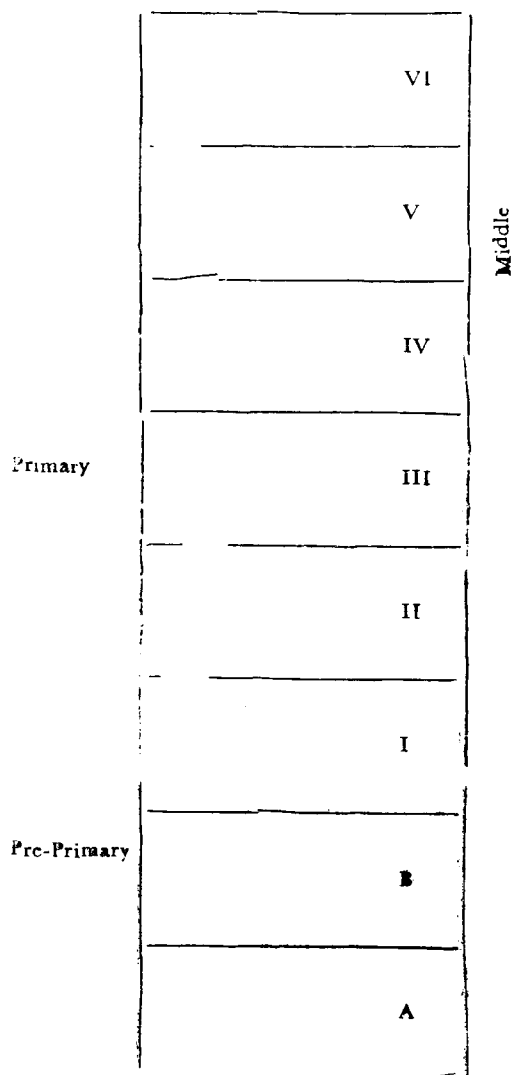
(Staff of the Branch-Elementary Edn.)

Inspector of Schools

Asstt. Inspector of School

Deputy Inspector

Sub-Inspector



CHAPTER VI

Different categories of Primary Schools in Garo Hills

6.1.1. Prior to the transfer of Primary education to the Garo Hills Autonomous District Council, there were different categories of primary schools. There were primary schools run and managed by the State Government, there were schools run by voluntary organisations such as the missions and there were schools which had already been established by the Garo Hills Autonomous District Council out of its own fund.

6.1.2. At the time of the transfer of primary education to the Garo Hills District Council, the number of primary schools was as follows:—

(a) Primary schools (both Government and Private) ...	207
(b) Junior Basic Schools	44
(c) District Council Schools	218
	Total 469

6.2. After 1961, new schemes further increased in the number of schools and were included in the various Five Year Plans. The teacher who have been appointed under these Plan Schemes have been treated under a separate category. The following are the categories of school teachers as we find in the Garo Hills Autonomous District today:—

- (a) Government school teachers including the Junior Basic school teachers who were transferred by the State Government to the Garo Hills Autonomous District Council in 1961.
- (b) Teachers appointed against the posts of additional teachers sanctioned by Government from time to time to the District Council under various Plan Schemes.
- (c) Teachers appointed by the District Council and paid by it out of its own fund.
- (d) Teachers of private schools run by voluntary organisations who are in receipt of grants from the District Council.
- (e) Teachers of private schools who are not in receipt any grant at all.
- (f) Teachers appointed under the scheme known as "specially backward and most backward areas scheme". These teachers were appointed by the Community Development Department, but the funds were provided by the Education Department of the State Government. Elsewhere in these report, we have discussed about the problems faced by these teachers since 1st March, 1979. We have also made certain recommendations in that portion of the report.

Different pay scales

6.3. It is really curious to note that the pay scale of the primary school teachers in the Garo Hills are not uniform. Firstly, the teachers who were transferred from the Government to the District Council hands are enjoying the Government scale of pay with all allowances as admissible under the revised pay scale. The other primary school teachers do not enjoy these benefits. Only the teachers who were appointed under the specially backward and most backward areas scheme were entitled to these facilities till the end of February, 1979. However, their fate, now, is in a balance. Teachers who have been appointed under different schemes of the different Five Year Plans have been enjoying only the Government pay scale and dearness allowance, and not any other allowance. The teachers who have been appointed by the District Council and paid by it out of its own resources are enjoying only the Government pay scale and dearness allowance. These teachers are also getting other benefits such as contributory provident fund and gratuity. The fate of the teachers serving in private schools is very pitiable. The range of pay of this category of teachers varies from school to school, from one village to another from one voluntary agency to another. It ranges from Rs. 60/- p.m. to Rs. 200/- p.m. Elsewhere in this report, we have recommended that Government should enhance grant-in-aids to such well-established private schools so that the teachers will get better salary.

Service Conditions

6-4. The teachers who have been transferred from the State Government to the District Council in 1961 are entitled to service conditions like any other Government school teachers within Shillong Municipality and Cantonment areas. They are entitled also to the same benefits like pension, general provident fund contribution, leave salary and other benefits. But teachers appointed by the District Councils under various schemes are deprived of these facilities. Even the teachers appointed by the District Council out of its own fund are not entitled to some of these benefits like pension. This is mainly due to the fact that the District Council has not framed any regulation to regulate the service conditions of the teachers appointed under the various Plan Schemes as well as teachers appointed by it out of its own resources. We are not aware about the benefits that the primary school teachers of private schools are entitled to. This is because their service conditions are determined by the managing committee of each school concerned.

Medium of Instruction

6-5. It must be noted that paragraph 6 of the Sixth Schedule of the Constitution of India has specifically mentioned that the District Council shall have the power to determine the medium or media of instructions in the primary schools. As it is today, the Garo Hills Autonomous District Council has allowed the policy that each and every child should be taught in a mother tongue. Therefore, although the maximum number of schools are being taught through the medium of Garo language, there are a number of schools where the medium is Bengali or Nepali or Assamese. As the matter stands today, there is no other school where the medium of instruction is through any other Indian language. But the Garo Hills Autonomous District Council has followed a flexible policy that any other Indian language can be accepted as the medium of instruction if the number of children in a particular area speak that particular language.

School Hours

6-6-1. From the evidences tendered before us by different witnesses, it appears that the working hours in a school varies from 2 hours to $2\frac{1}{2}$ hours a day. More than that, the number of working days in the rural areas is very less. The number of working days hardly covers 180 days in a year. We have dealt about this problem elsewhere in this report also and in this chapter we shall not discuss this problem in detail.

6-6-2. We are happy to note that the Meghalaya Pay Commission, 1979 has made definite recommendations regarding the pay scale, service conditions and other benefits that teachers of all levels are entitled to. We fully endorse the recommendations of the Pay Commission. Regarding the other recommendations about the problems raised in this chapter are dealt with in the chapter entitled "Recommendations".

CHAPTER VII

The Components of Education—Co-relation

7-1. Education does not consist of teaching alone. In fact, it consists of a number of components of which Teachers' training, teaching supervision and examination are the most important.

Teacher Education and Training

7-2. At present we have three teachers' training institutions in East and West Garo Hills, *viz.* Rongkhon Basic Training Centre, Tura, West Garo Hills, Resubelpara B. T. C., Resubelpara, East Garo Hills and the Guru Training School (Rongkhon) Tura, West Garo Hills. These training institutions are intended for training of primary school teachers. The duration of the training is one year and the intake capacity of these training institutions, *i. e.*, Resubelpara B. T. C. is 20, Rongkhon B. T. C. is 60 and the Guru Training School is 30. There is a huge backlog of untrained teachers. To clear this backlog either the intake capacity in all these training centres should be increased or, more training centres should be opened. The total number of teachers trained and untrained, according to the record of the 4th Educational Survey (1978-79), is shown in Annexure III.

Medium of Instruction

7-3. The medium of teaching in the training centres is Garo. There is a sizeable number of non-Garo Schools in Garo Hills, the medium of instruction of which is Assamese, Nepali or Bengalee. The teachers of these non-Garo Schools are not accommodated in the existing training centres as the medium of instruction is Garo. As such, the non-Garo teachers are not getting training facilities.

Categories of Training Institutions

7-4-1. There are two categories of teachers' training institutions in Garo Hills, viz., Basic Training Centre and the Guru Training School. Basic Training is more work-centered, and the Guru Training School is more child-centered. These two training centres are producing two types of trained teachers. But in actual practice it is observed that the Basic Trained teachers are not following Basic Education method.

Staffing Pattern

(a) The Basic Training Centre is staffed with the following teaching staff (Tura Rongkhon):—

1. Principal, B. T. C. (Gazetted)—One Class I A. S. S.
2. Instructors (General)—Three, including one B.Sc Class II A. S. S.
3. Craft Instructor—Two, Grade 'A' L. S. S.
4. Hindi Instructor—One, Grade 'A' L. S. S.

(b) Resubelpara B. T. C.

1. Principal (Gazetted)—One Class I A. S. S.
2. Instructor (General) —Two, including one B.Sc Class II A. S. S.
3. Craft Instructor—Two, Grade 'A' L. S. S.
4. Hindi Instructor—One, Grade 'A' L. S. S.

(c) Guru Training School, Tura (Rongkhon)

1. There is only one teacher who is also acting Headmaster of the Training School. He is to teach all the subjects and also to perform all office works of the institutions.

Supervision Staff

7-5. There are two sets of inspecting staff in the Garo Hills. One set is under the Garo Hills District Council and the other is under the State Government. There are altogether 11 Sub-Inspectors of Schools, 3 Assistant Sub-Inspector of Schools, 1 additional Deputy Inspector of schools and 3 Deputy Inspector of schools in East and West Garo Hills. Out of these 3 Deputy Inspectors of schools, 7 Sub-Inspectors of schools and 1 Assistant Sub-Inspector of schools are under the Government and 1 Additional Deputy Inspector of schools, 4 Sub-Inspectors of schools and 2 Assistant Sub-Inspectors of schools are under the District Council deputed by Government. Dual inspection is being done by both the inspecting staff of the Government and the District Council.

Administration

7-6. A sound and efficient administrative machinery in the District level with which to administer in order to bring about changes in education has to be provided. It must be emphasised that the present state of primary education in the district necessitates progress not only qualitatively and quantitatively, but also to make up for the backlog of stagnation of the entire field of elementary education, such as enrolment, teachers curriculum, cannot be achieved without efficient administrative machinery. As at present the education administrative set up in the Garo Hills consists of the following administrative levels. In the State level the administrative set up consists of the following:—

1. Inspector of Schools.
2. Assistant Inspector of Schools.
3. Deputy Inspector of Schools.
4. Sub-Inspector of Schools.
5. Assistant Sub-Inspector of Schools.

In the District Council level the administrative set-up consists of the following:—

1. The Chief Executive Member.
2. The Executive Member i/c Education.
3. The Additional Deputy Inspector of Schools.
4. The Sub-Inspector of Schools.
5. The Assistant Sub Inspector of Schools.

Inspection of Schools and its control

7-7-1. (a) The Inspector of schools is overall in charge of the entire education in the District. The training schools and the High schools are under the direct charge of the Inspector of schools. He controls and supervises the Deputy Inspector of schools, the Principals of the training Institutions and the District Social Education Officers. The Inspector of schools visits the training schools and High schools and he is assisted by the Assistant Inspector of schools. The Deputy Inspector of schools visits the Middle schools and Sub-Inspector and Assistant Sub-Inspector of schools visit the Primary schools.

(b) The Inspecting Officers of the District Council also visit the Primary schools and submit inspection reports to the District Council as they are under their control.

Control

7-7-2. The state Government has no control over the Primary schools. The inspecting officers are, however, inspecting the primary schools and submitting reports but it is observed that the reports or, recommendations submitted by the state inspecting officers are very seldom honoured. It therefore appears that there is no coordination between the inspecting staff of the State Department and the District Council.

7-8. The District Council is the authority to manage and control the primary schools. But the primary education suffers at the hands of the District Council from such conditions as single teacher schools, not having teachers trained in multiple class teaching and pay scales of teachers are not uniform resulting in what many seem as a haphazard payment of teachers. Teachers suffer due to irregular payments and lack of service conditions. This acts as a handicap for administration. Moreover, the District Council has no adequate administrative machinery to operate the management of the schools satisfactorily.

Recognition of Schools

7-9. Private schools have a right to exist under the present constitution, irrespective of the fact whether they are or are not recognised or, aided by the State. All minorities, whether based on religion or language have the right to establish and administer educational institutions of their choice and that there will not be discrimination in relating to grant-in-aid on the ground that they belong to such minorities. This applies that all citizens have the freedom to establish private educational institutions in order to provide instruction of their choice. Private schools, may therefore be established under the provisions of the constitution and, if they do not seek recognition from the state, they will have to be treated as being outside the National system of Public Education. Under the terms and conditions of the Agreement the Primary schools were transferred to the District Council in 1961 by which the District Council manage, establish and construct primary schools with exception of certain powers *i.e.* the power of recognition of primary schools control of training institutions, inspection and supervision of schools, prescription of syllabus and curriculum, text books, and conduct of public examinations rest with the State Government. From the above, it is obvious that the District Council has no power to inspect the private schools run by private agencies and individuals, to give recognition to schools to prescribe syllabus and curriculum and to prescribe text books. The question as to whether the schools established by the District Councils have been recognised and if so, by whom and, if not how the un-recognised schools are sending the candidates for appearing at the Scholarship examinations conducted by Government is a debatable issue.

According to Rules and regulations of Assam education department rules which was adopted by the Government of Meghalaya, the private and unrecognised schools are not eligible to send up candidates for the said examinations and the competitive scholarship are not tennable in private and unrecognised schools.

Examinations and Evaluation

7-10. The term, 'evaluation' includes examinations of academic and non-academic nature in its broader sense. Evaluation is relatively new concept of measurement that is implied in conventional tests and examinations. The term 'examination' is used for only the academic subjects while evaluation covers all the changes that takes place in development of man's personality and measures the quality of an individual in every walk

of life. Examination is an important factor in our educational system. It is the only method by which the knowledge of a student can be tested. The examination in educational institutions serve the following purposes:—

- (a) It stimulates teaching and learning.
- (b) It improves the teaching quality of the teachers.
- (c) It facilitates the problem of uniformity of standard.
- (d) It measures the efficiency of the institutions.
- (e) It helps to find the aptitude of the student.

Different categories of Examination

7-11. There are different categories of school examinations, viz—monthly, quarterly, terminal and promotion examinations. Besides, we have public examinations like the Primary Leaving Certificate Examinations and the competitive scholarship examinations. Regarding the monthly, quarterly, terminal and promotion examinations, it is the individual schools which conduct these examinations in their respective schools. And, regarding the Leaving Certificate and Scholarship Examinations there is a Board Constituted by Government which the Executive Member i/c Education, Garo Hills district Council as Chairman and the Deputy Inspector of schools as its secretary, who conducts the examinations.

Defects of Examination

7-12. Examination system at present, is very haphazard in its approach. It fails to tackle various problems of the students. It is not geared to the realization of specific objectives. One of the defects of our examination system is that our examinations do not test the real knowledge of the students. It is merely by chance that a student gets good or bad marks. They only measure the partial knowledge of the students. It is seldom found that some students prepare a few important topics and get more marks than the students who prepare the whole course. It has been the practice of the paper setters that they ignore the questions that were set in the previous year. Students attach great importance to the past examination papers and they try to solve them only and leave the rest of the course. In the present system of examinations there is only a test of academic subjects and no evaluation or, assessment of the quality of an individual students

Recommendations

7-13. In the light of what has been discussed in the fore-going paragraphs we make the following recommendations:—

- (a) Subjective tests should be minimised by introducing objective tests.
- (b) School records for every pupil indicating the work done by him during the session should be maintained.
- (c) In the final assessment of the pupil, credit should be given to internal tests and the records of the pupils.
- (d) The present system of conducting public examinations by the deputy Inspector of Schools should be avoided and this responsibility should be placed with the Board of School Education.

Teaching Method, Guidance and Evaluation

7-14. The organisation of teaching is based on the class system certain subjects are taught to a class during certain periods daily for so many times a week in accordance with a rigidly determine time-table. This system of collective teaching, of course, has the advantage of order and economy of time, it is of much use in testing of the results of individual and group work. It is useful in clearing up of general difficulties which have arisen in group and individual work. This collective or group teaching is defective in the sense that there is no scope for special attention to the individuals. In a class there are brilliant, mediocre and dull pupils. Brilliant pupils learn quickly but they are compelled to study in a slow speed which makes them feel bored while the slower pupils appear to be keeping up with the rest of the class but their actual progress is very little and they have not understood the lessons at all. Actually, we find pupils at different levels of attainment in different subjects, and, therefore they require to devote varying amount of time to different subjects.

Different Method of Teaching

7-15. There are different methods of teaching through which teaching can be imparted to the pupils. In project method, we find the elements of reality, freedom and responsibility introduced into the School work, the purposive element is used to secure the interest of the pupils. The Dalton Plan gives the pupils complete liberty to do his school work in the way that he would like to do it. The Montessori Method is based on the play way. The Heuristic Method aims at making the pupil feels that he is an original discover by placing him in such a position that he can arrive at important truths by himself. The Froebels' kinder-garten Method is entirely based on the Play-way tendency in children, Froebel considered it necessary that children should be taught everything through play; this method is based on play activity and the principle of learning by doing; play, song and movement are its chief characteristics.

Guidance

7-16-1. There is considerable teachers' role in all the teaching methods mentioned earlier. The teacher is not a dictator or a commander, but he must guide the children when the need arises. Teachers' relation to children is much closer than it is in ordinary class teaching. The teacher is like a friend who works together with the pupils and with his/her rich experience helps them to avoid mistakes and work better.

Evaluations

7-16-2. While the pupils are doing the works in academical subjects or, other activities of the school, it is the duty of the teachers to keep complete record of all the works done by the pupils. This should contain their original plan, their discussion, the allotment of works, the names of the different books consulted, and the subjects learnt; and the different types of works undertaken by each and every pupil should be entered and the final criticism of their works be written in the record book.

Present teaching in Primary Schools

7-16-3. According to the Fourth Educational Survey Report (1978-79), 40 per cent of the Primary School Teachers had received teachers' training either in B. T. C. or, Guru. Training School or in both. But in actual practice, even the trained teachers are not following any method of teaching. It is fantastic that the Teachers who had been trained in in Basic Education in B. T. C. but are posted in Non-Basic Schools. Thus, the very purpose of training is defeated.

Co-relation of the Components of Education

1-17-1. Teaching, training, inspections and examination are the four components of education. In fact, we cannot go without the other. Training Centre is the source through which practical knowledge in Class room, teaching, in Class administration and in organisation of various activities of the Schools are received by the teachers. Trained teachers can be better teachers because they can give better teaching and their attitudes towards children and school work can be measured with reliability and that they are significantly related to teacher-pupil relations in the Class rooms. The favourable attitude towards teaching is likely to prove helpful to teachers in maintaining harmonious relations with their pupils, characterized by mutual affection and sympathetic understanding.

7-17-2. Supervision and inspection is a service which is provided to increase the efficiency of a teacher. Through inspections teachers are trained in such a way that they improve their teaching ability and reach more effectively to the pupil. Inspection is done by inspecting officers who have received training either B. T. Degree or B. Ed degree, or training in Educational administration and planning or must have acquired sufficient experience in teaching in schools. How can an inspector be expected to supervise subjects when he himself does not know anything about them.

7-17-3. Regarding examinations no one can be better examiner than a teacher who knows the child and the method of examination. An inexperienced and untrained teacher does not know the standard and the types of questions: the examination in that case would be neither valid nor, complete and, the results would be inadequate and unreliable, capricious and arbitrary.

7-17-4. Examination can be improved by an experienced and trained teacher because through good inspection the teachers are trained to improve their teaching ability and increase others efficiency in organisation of schools programmes and activities.

ANNEXURE III

(vide para 7-2)

Statement showing the No. of trained and untrained teachers

District	Trained	Untrained	P. Ct. of trained teachers	Total No. of teachers
1	2	3	4	5
1 East Garo Hills	322	379	46.33	695
2 West Garo Hills	530	888	37.37	1418
TOTAL:—	852	1261	40.32	2113

CHAPTER VIII

Problem of Primary Education in the Garo Hills

8-1-1. In their memoranda submitted before us by some associations and a number of educationists, it appears that before the transfer of the management and control of primary education in the Garo Hills from Government to District Council hands, only the political leaders were interested for such an action. On the other hand, many educationists, administrators and a few experienced teachers vehemently opposed the idea of transfer on the following grounds:—

- (1) That the Garo Hills District Council did not have experienced officers to manage the administration for primary education.
- (2) That it had no regular inspecting staff.
- (3) That it had no training schools.
- (4) That it had no Board to prepare the curriculum, text-books, syllabus, etc., and to conduct regular examinations.
- (5) That there was no legislation to spell out the powers and functions of such a Board.
- (6) That the management of primary education would pass from the hands of impartial administrators into the hands of the political leaders who might interfere in the administration and management of the affairs of primary school.
- (7) Lastly, that most of the political leaders had no experience to handle a delicate subject such as the management and administration of primary education.

8-1-2. These observations were ignored by the political authority in the State and by the political leaders in the hills. Hence, the transfer of primary education to the District Councils was decided purely on political consideration. In other words, the political authority in the then composite State of Assam was in favour of such a transfer in order to pacify, if possible, the leaders of the hill State movement.

8-2-1. From a study of the memoranda that the Commission has received as well as the evidences tendered before us by different associations and individuals, primary education in the Garo Hills has to pass through a period of difficulties. These difficulties have been multiplied after 1961 due to the presence of a number of problems which may be classified under different heads—academic problems, administrative problems, financial problems, political problems, Social and cultural problems and other problems.

8-2-2. **Academic Problems:** The most important problem that has come out to the surface is that the syllabus, curriculum and text books are out-dated. One important witness who appeared before us produced a number of text books which are really out-dated. It appears that there has been no attempt on the part of the authority to design upto-date curriculum and to prescribe upto-date syllabus and text books. A number of witnesses informed the Commission that large number of schools have no benches and desks, no black-boards, no maps and good equipments. As a result of all these, there can be no proper teachings. Hence, the quality of teaching has deteriorated and, therefore, the quality of primary education has also deteriorated.

8-2-3. Another important academic problem is the fact that the majority of the teachers are untrained. This is partly due to the lack of interest on the part of the Government as well as on the part of the District Council to increase the number of training schools and partly due to the unwillingness of the teachers to undergo training. In this respect, we fully endorse the recommendation of the Meghalaya Pay Commission, 1979 that the number of training schools should be increased. Further, we recommend that training should be made compulsory. The third important academic problem is that most of the teachers are unqualified. A large number of witnesses who appeared before us confirmed that not only that most of them are unqualified, but many are under qualified. But from

e statement submitted before us by the Garo Hills District Council, it has been discovered that most of the teachers had at least read upto high school. But when cross-examined, the Chief Executive Member of the Garo Hills District Council informed the Commission that most of the certificates possessed by those teachers are not real certificates. By some dubious methods, they could manage to get their certificates from some high schools. We are shocked to learn from him that very recently one person was handed over to the Policy for issuing such certificates and by forging the name of some headmasters and some inspecting officers. He, further revealed that there are some teachers who can-not even sign their own names. It appears that at the time of appointment, there was no proper screening by the appointing authority. We recommend that the underqualified teachers should given a change to complete their course of study and that the authority should arrange inservice training for them.

8.2.4. Another very important problem is the presence of large number of single teacher schools. In the Garo Hills as elsewhere in Meghalaya, our primary schools consist of five classes, namely, classes A, B, I, II and III. It is humanly impossible for one teacher to teach all the five classes at a time within a span of two to three hours a day. This single teacher system should be done away with. The practice as it appears to us is that whenever the State Government gave a sanction for additional number of teachers, instead of appointing them in the existing schools to improve the quality of teaching, the District Council, on the other hand, opened up new schools to fit in the new teachers. We recommend that in future, unless the existing primary schools are provided with at least three teachers each no new primary schools should be opened.

8.2.5. Another problem which primary education faces today is the teacher-pupil ratio. This ratio is not uniform in our L. P. Schools. In some schools, the ratio is as high as 1:100 whereas in other schools, it may be as low as 1:5. We recommend that the teacher-pupil ratio should be more or less 1:40.

8.2.6. Another problem in the academic field is that the attitude of the teachers towards their profession and their pupils have undergone a great change. Most of them have no real love for their profession. If they are still sincere to their profession, the quality of teaching should have improved and the number of drop-outs at the primary level should have been reduced. But what we have discovered is the other way round.

8.3. We have been told by the witnesses that in most L. P. Schools, the number of working hours is only 2 to 2½ hours. In most of the schools, the classes are held in the morning hours whereas in few schools, classes are held in the evening hours. In the Garo Hills as well as in other rural areas of the State, most of the parents are illiterate and poor. They are contented with their lot rarely aspire for a higher income and care very little for their children's education. This problem of course has to be tackled from different fronts because no single factor can remove this problem. The problem of poverty will have to be solved through developmental programmes by the Government and through proper planning, while that of the parents' illiteracy can be solved through adult education and vocational guidance.

8.4.1. Due to the lack of proper training, the method of teaching in most of the schools is defective. At present, the method of teaching is subject-centric and not child-centric. In the subject-centric approach, the interest, likes and dislikes, capacities, difficulties and aptitudes of the child are ignored and the child is subordinated to the subject. Children's Individual differences are not considered and all of them are presumed to have the same test, capacities and aptitudes. This defect can be removed by adopting the child-centric approach and by giving training to the teachers in such a manner that they can follow the different psychological principle of learning and teaching. Therefore, the existing school curriculum has to be revised so that it is vitally and organically co-related with the community life, ecology, local conditions etc., in the modern scientific age and that the different subjects are interrelated. It should have science and mathematics in the core part. Since the existing text books are out-dated, good and upto-date text books should be prepared where the chapters and topics are logically and psychologically graded, co-related and supplemented with sufficient number of attractive diagrams, and illustrations.

8.4.2. Since the method of teaching is subject-centric the system of examination is also subject-centric. The aim to pass the subject and not to understand it and as such, a child who can cram may show better results than an intelligent child. This defective system can be removed by preparing and developing evaluative tools so that there is real assessment of intelligence and understanding and that the results of the examinations can be said to be really valid and realistic.

8.5.1. A close study of the development of education in Meghalaya shows that the people of Meghalaya must be indebted to voluntary organisations especially the religious organisations. It was under the aegis of the Christian Churches that formal education was born and developed in Meghalaya. This fact is still recognised, in a large measure in the Khasi Hills autonomous District. That is the reason why the Primary, Middle and High School run by them are being patronised by the authorities and by the people at large. Perhaps, the efficiency of their management has convinced the people that education should always be divorced from politics. The fact that the people have not demanded to have a Government College in Shillong (one of the oldest capital cities of a State which has no Government College) is a testimony that the people have more faith in the efficiency and devotion of these agencies towards the cause of education.

8.5.2 Again, a comparative study of the result of the different examinations conducted by different Bodies for different levels show that the pupils and students of private schools and colleges have performed better than those of public schools and colleges both qualitatively and quantitatively. It has been noticed that the first ten positions are mostly occupied by those who have studied in schools run by such well-organised voluntary agencies.

8.5.3. It was in recognition of this fact that the District Council authorities both in the Khasi and Jaintia Hills Autonomous Districts have been encouraging these agencies to be the share Partner in this very important aspect of nation building programme. But from the memoranda that we have received we have come to learn that the Garo Hills Autonomous District Council has followed a policy to take over all the schools run by Private Agencies. An important witness representing the Baptist Church has disclosed the fact that the Baptist Church has decided to start new schools only in those areas where there are no educational facilities for children. But whenever those schools have been established it should be the duty of the District Council to take over. An important witness from the Catholic Church has also expressed more or less an identical view. From these evidences we have come to the conclusion that there are two factors which have been simultaneously conspired to bring about the present sorry state of affairs. First, it appears that the District Council authority has been over-confident that it alone can run Primary Education in the Garo Hills. Secondly, the Churches and other voluntary organisation have been caught in a cobweb. Despite their desire to devote their energy toward the spread of education yet their financial resources are limited. Hence, they are not in a position to pay more or less the same salary and allowances to their school teachers as are being paid by the District Council.

8.5.4. There is yet another interesting aspect in the matter of promoting and spreading education in the State. The State Government have been allotting funds to the District Council for the purpose of giving grant-in-aid to private schools. The official witnesses have confessed that Government expect that the District Council should follow the same procedure as the Government have adopted in giving grant-in-aid to Middle and High Schools run by voluntary organisations. The usual procedure is that whenever a private agency starts a venture Middle school or venture High School it is its duty to seek the permission of an appropriate authority to do so. After an appropriate authority has received a favourable recommendation from the inspecting authority it may grant permission to start such a School as soon as permission is granted, Government usually sanction a lumpsum grant-in-aid to the School. It is the duty of the Managing Committee to fix the scale of pay of teachers which will be met out of its own resources plus the grant that it receives from the Government. The quantum of grant goes on increasing year by year as more and more classes, pupils and teachers are added. The last stage is that no school can send their pupils to appear before the examinations conducted by any duly constituted Board unless it has been duly recognised, by a competent and appropriate authority. This has been a well-established procedure.

8.6. Normally in the absence of any rule, any autonomous body is expected to follow the rules framed by Government in regard to any procedural matter. But the District Council authorities in their own wisdom thought it fit and proper not to follow the procedure set forth by the State Government in the matter connected with giving grant-in-aid to private schools. In their enthusiasm to get the full control over Primary Education in their respective districts, they have chosen to adopt their own procedure. Instead of giving lump-sum grants-in-aid to deserving primary schools, the District Councils have followed a novel practice which is not governed by any rules or regulation. The present practice is that the District Council concerned is giving grant-in-aid to one or more teachers in any private school. The consequence can be better imagined than explained. Those teachers of a private school who are getting regular grant-in-aid from a District Council claim that they are employees of the District Council (which technically and theoretically they are right) and therefore they claim that they owe no loyalty to the school authority. This arrangement has brought about a three-fold problem for the management of a school. First, the Managing Committee of a school finds it difficult to impose disciplinary measure on those teachers who are in receipt of regular grant from the District Council. Secondly, this arrangement has brought about a friction among teachers of a school. Since persons who are in receipt of a regular grant from the District Council are getting the same Pay Scale as the teachers teaching in regular District Council Schools, the other teachers who are appointed and paid directly by a Private Agency, who are drawing salary at a much lower pay scale are bound to feel frustrated and disillusioned. Lastly, the Managing Committee of such Private School finds it difficult to frame a uniform rules of conduct and discipline for its teachers. Hence, this factor has also contributed towards the deterioration of Primary Education in the State in general and in the Garo Hills in particular. This novel procedure invented and followed by the District Councils should be abandoned forthwith. Instead, the controlling authority should see that private Schools which has been given permission and recognition should in future, be encouraged by giving them enhanced grant-in-aid.

8.7. In the course of our examination of witnesses both officials and non officials, we have been informed of the hardship faced by the school teachers appointed under the scheme known as the specially backward and most backward areas scheme. This scheme was initiated in 1976 during the Fifth Plan period. All the posts under this scheme were properly created by the Community Development Department and regular advertisements were notified for filling up those posts. Technically speaking, those teachers are to be considered as Government employees. But according to this scheme the Community Development Department should manage the schools only for a period of three years and thereafter they were to be transferred to any appropriate authority. The State Government have already decided that these schools should be transferred to the District Councils concerned. However, the District Councils are hesitant to take-over those schools. Therefore, as on 1st March, 1979, those schools and their teachers stood transferred to the Education Department of the State Government. Ever since that date, no salary and allowances have been paid to any of these teachers. It must be remembered that the pay-scales of these teachers are the same as those prescribed for the Government Primary School teachers. As such, it is unfair to deprive them of their salaries and allowance for more than a year now. Even if these schools and teachers are to be transferred to the respective District Councils, an agreement should have been arrived at, to that the benefits which these teachers have been getting should not be deprived of. The Commission would like to recommend that since there is no Constitutional Bar for the State Government to run Primary Schools, these schools should be brought within the purview of the Education Department of the State Government and hence they should be brought under the control of the respective Deputy Inspector of Schools.

8.7.1. Administrative problem: The desire to spread literacy to the people of the State in the shortest possible time and the need for expanding the number of schools have brought about administrative problems. At the time when Primary Education was transferred to the Garo Hills District Council, the number of schools was few. But today, the number of schools has been multiplied more than four times. In 1961, the Garo Hills District Council placed at the disposal of the Education Wing of its administration, some number of staff. The State Government have also placed at the disposal of the District Council few Sub-Inspectors of Schools and one Additional Deputy Inspector of Schools. At the beginning it was possible to manage and control those limited number of Schools and limited number of teachers with a limited number of staff. But the District Council authorities had expressed the view that due to lack of avenues, for increasing the financial resources of the District Council, it has not been possible to increase the number of

administrative and supervisory staff. As a result of this, there has been allegation by a number of individuals and associations that the District Council has failed miserably in handling the administration of Primary Education in the State. These and other problems have led to the mismanagement in financial matters regarding primary Education.

8·7·2. **Financial problem:** In this chapter, we will not discuss about the financial problem faced by the District Council as well as by the State Government in matters relating to financial administration. Elsewhere in this report, we have dealt at length about this aspect.

8·7·3. **Political problem:** In a Democratic Country like India, theoretically speaking, Primary Education can be better handled, managed, controlled and supervised by persons who know the local conditions and the aptitudes of the children in that particular area. But experience has shown that this theory has not worked. Almost all the witnesses including the two former Chief Ministers of Meghalaya and a number of public leaders had expressed the view that primary education in the Garo Hills in particular and in the whole State in general has been politicalised. Ever since the time when primary education was transferred to the District Council, political leaders have tried to put their pressure into all aspects of the academic life. Firstly, in matters of appointment, it has been admitted that only the favourites of the party in power are usually appointed as school teachers. The recommendations of the Selection Committee are usually not considered. The persons who are better qualified are usually not appointed unless they are the favourites of the political authority. It has been admitted that appointment orders have been issued even on the road side. It appears, therefore, that the Executive Committee has followed the system of pick and choose in matters of appointment instead of selecting the best teachers from among the applicants. Secondly, it is alleged that there is always a pool of favourites who are to be accommodated for temporary appointments during leave vacancies of teachers. Of course this allegation is denied by the Garo Hills District Council, Thirdly, in matters of posting also, it has been alleged that the most favourites get their postings in better places whereas others are posted in far outlying areas. Fourthly, in matters of transfer also, there is no norm to regulate the principle of transfer. If a particular teacher incurs the displeasure of a local M. D. C. or the Executive Committee, he is bound to get transferred within short notice. It is alleged that at times, teacher gets transferred to a wrong school. For instance, we have been informed that a Bengalee teacher from a Bengalee school was transferred to an Assamese school where the medium of instruction is Assamese. If this is true, it is really unfortunate. Fifthly, on a number of occasions, teachers were suspended without giving any notice that proceedings were to be framed against them. The recent mass suspension of teachers is the best example of how the political leaders are playing with education. We strongly recommend that proper service rules should be framed immediately. Not only that, but service rules for the teachers must also be framed. In matters of appointment, there should be an impartial Selection Board and its recommendations should be made mandatory. After all, academic efficiency should not be sacrificed at the altar of political expediency.

8·7·4. **Social and Cultural Problems:** In the Garo Hills, a very special problem arises from the Social and Cultural situation where the whole villages frequently move from one area to another. This is mainly due to the fact that they are still practising the method of shifting cultivation. The Government of Meghalaya have already launched a programme for regrouping of these villages so that the modern method of cultivation could be introduced, new development programmes could be launched and new amenities could be provided. But from a number of surveys, it appears that the people have not understood the programme and, as such, they refused to move to the new villages constructed at Government cost. Unless the population is settled, it is really difficult to start a school for the villages which are always on the move. We hope that the Government should take more interest to see that the people of the rural areas should understand the programme and that they should settle permanently in the new planned villages.

8·7·5. **Geographical problem:** The spread of education in the hill areas like ours is difficult due to the topographical and geographical features of the land. The contour and terrain of the State of Meghalaya as a whole do not at all afford smooth and easy communication. The mountain streams during the west monsoon are roaring with ferocious speed and depriving the inhabitants of one village the right to go and visit a nearby village where there is a school. This is one of the greatest problems which only the improvement of communication can solve.

Financial Administration of Primary Education

9.1 The management and control of Primary Education in the Autonomous Districts fall under the purview of the respective District Councils as provided in para 6 of the Sixth Schedule of the Constitution of India. But the State Government, at the request of the respective District Councils had been continuing to manage Primary Education in the Autonomous Hill Districts. After a long drawn correspondence and conference Government decided to transfer these establishments in 1961. In this decision it was also stipulated that the transfer may be effected only after duly ascertaining certain important administrative and financial aspects which are of the following:—

1. Finance
2. Staff
3. Training and Teachers
4. Inspecting Staff
5. Curriculum Text Books etc.,
6. Buildings furniture, equipments etc

9.2. Government finalised the decision for transfer of primary Education to the respective District Councils, and, it was also decided that the actual transfer would be taken effect as soon as the constitution of the District Primary Education Board for each district were notified by the respective councils in the *Assam Gazette*. In fact, the Garo Hills District Council had already completed the constitution of the Primary Education Board and the transfer was effected with effect from 1st June 1961.

9.3.1. At the time when agreement was arrived at for the transfer of Primary Education to the District Councils, it was expected that the District Councils should make attempt to increase their financial resources for the purpose of expansion programme in the field of education. It is admitted that the District Councils have limited means to raise their resources, but they should have taken resort to the provision of Sub-paragraph 3 (d) of paragraph 8 of the Sixth Schedule of the Constitution of India, but this has never been done. This factor along with the desire of the State Government to fulfill the objective contained in Article 45 of the Constitution of India that have made the State Government to increase the amount of grant-in-aid to the District Council year after year.

9.3.2. Thus the State Government continues to sanction financial assistance both for the payment of salaries of the teachers and also for additional commitment for expansion programme till date.

Present position

9.4. As already pointed out, except in the case of Shillong Municipality and Cantonment area of Shillong. Primary Schools are under the control of the District Councils. There are 3575 Primary Schools in the State out of which 63 are under the Shillong Municipal and Cantonment Areas. The number of teachers serving in Primary Schools in the State is 5702. The management of Primary School in Shillong Municipal Areas rests with Government which are channelised through the Deputy Inspector of Schools, Shillong. However all the primary Schools teachers, in both the cases are being paid with Government scale of pay and D. A. admissible from time to time through the grant-in-aid (Maintenance Grant). It may, however, be pointed out that the quantum of maintenance grants to the District Councils are assessed, in respect of these teachers who have been originally transferred and those entertained by District Council under the different expansion scheme duly approved by Government as furnished as per Statement 'C'. The remaining teachers, if any, which were appointed by the District Council themselves are excluded. Though the minimum qualification for primary School Teacher has been prescribed, yet most of the teachers particularly in rural areas do not possess the minimum qualification and they are also untrained. In fact, a large number of Schools in the Garo Hills District are Single Teacher Schools. These factors are quite detrimental to the educational development in the State.

9.5. There are 2283 single teacher L. P. Schools in the State. Hence out of 3575 it stands to be about 64 per cent. The detailed particulars are in Statement 'D'.

9.6.1. There are two types of Government grants which are being sanctioned regularly to the District Council in respect of Primary Education.

9.7. The break up of grants sanctioned to the District Councils are furnished together with a detailed particular of grant to Garo Hills District Council as per Statement 'A' and 'B' respectively.

Utilisation of Grants by the District Councils

9.8.1. The utilisation of grants in so far as the maintenance grant is concerned, the criteria is not only to see as to whether the salaries of the teachers have been paid. But it is more important to ascertain whether the teachers appointed are duly qualified and being entertained in a regular school which also impart the minimum mode of Education as required.

9.8.2. Therefore, besides the financial assistance, the State Government is required to extend necessary academic and supervising assistance in order to maintain co-ordination and uniformity in the education system in the State as already stated earlier.

9.8.3. In order to achieve this object in view, the inspecting officers have been deputed and placed under Administrative control of the District Council. Apart from this, in order to ascertain that the grants were utilised for the purpose, Government is regularly insisting upon the District Council authorities to furnish utilisation Certificate along with the statement of expenditure, in addition to the normal audit by the Examiner of Local Accounts and by the Accountant General. Attempts were also resorted not to release the subsequent grant unless the utilisation certificate, etc., of the previous grants were furnished. But it was noticed that the Government do not appear to have adhered to its own stipulated condition. Government was always compelled to relax such condition on humanitarian ground so that the teachers may not go without salaries. But a number of witnesses have expressed that it was not humanitarian consideration but political pressure which made Government to relax this important condition.

9.9.1. But surprisingly enough it is noticed that the teachers themselves are agitating for non-receipt of salaries. It is further noticed that the standard of Education under District Council as compared with that of Shillong Municipal Areas, not to speak of other States, is deteriorated. The deputed Inspecting officers by the Government who are supposed to supervise and inspect the institution on various items like academic, Library, Games, Co-curricular activities, Administration, discipline etc., in order to bring about the improvement in the standard of teaching in the school, do not appear to have been utilised by the District Council accordingly.

9.9.2. The respective Deputy Inspector of Schools who have been entrusted (and not the one who are on deputation) to countersign the grant-in-aid Bill as well as the Utilisation Certificates have no jurisdiction on the District Council School. Hence the very purpose of entrusting him to countersign such documents is defeated.

9.10. As already pointed out most of the teachers are under-qualified which is detrimental to the Education Development of the State. And, not to speak of District Council's own teachers, even the teachers who are appointed by the District Council under different plan schemes as approved by Government are found to be under-qualified. It may be pointed out, although the scheme is approved by the Government the entertainment of teachers is regularised by the District Council. It may also be not out of place to mention here that the Audit Reports of the C.A.G. reveal that the District Councils are furnishing the Utilisation Certificate to the Government in support of full utilisation although the grant remained wholly and partly unutilised. From the early stages of sanctioning grants, by the Government to the District Council, it was always stipulated and also as per the terms and conditions of transfer of Primary Schools, that the District Council should maintain a separate accounts in respect of education grant. But this condition was not adhered to. It was noticed that the grants meant for education were diverted for other purposes

of the Councils. This fact was admitted by almost all witnesses who appeared before us. Ultimately, at least, in respect of Garo Hills District Council, Government have agreed to allow for opening of a separate P.L. Accounts in which only the educational grants are to be operated. But the representatives of the executive Committee of the Garo Hills District Council informed the Commission that they have opened a separate P.L. Accounts in which all grants received from different Departments of the Government are to be operated.

It has been a matter of concern that every endeavour of Government to see that the grants are utilised for the purpose for which it meant and that primary education is managed properly, yet it appears that the standard and quality of primary education in the Garo Hills have fallen down.

STATEMENT 'A' (vide Para—9.7)

Grant-in-aid to District Council for Primary Education

Year					Recurring (maintenance)	Non-recurring (building, furniture, text books, school uniform, mid-day meals, etc.)	Total
1971-72	...	..	..	...	61,02,680	3,56,800	64,59,480
1972-73	...	...	...	...	64,74,950	1,26,000	66,00,950
1973-74	...	...	...	...	79,07,545	44,950	79,52,495
1974-75	...	...	...	...	80,68,000	7,30,090	87,98,000
1975-76	...	...	...	...	90,17,875	3,34,835	93,52,710
1976-77	...	...	...	...	1,27,94,774	4,63,600	1,32,58,374
1977-78	...	..	...	...	2,20,63,676	4,13,600	2,24,77,276
1978-79	...	..	...	—	1,68,23,000	4,50,000	1,72,73,000
1979-80	...	...	...	...	1,72,24,751	7,00,000	1,79,24,751

It may be seen from the statement above that the quantum of grant are regularly sanctioned at the increased percentage. The percentage of increase during 1971-72 and 1979-80 is 177.48 per cent. This is due to the facts that the recurring grants which constitute the bulk of establishment cost of the Primary Education under the District Council is increased in view of annual increments, appointment of additional teachers etc.

STATEMENT 'B'

(Vide para—9.7)

Grants sanctioned to Garo Hills District Council

(1)	(2)	(3)	(4)	(5)
	Rs. P.	Rs. P.	Rs. P.	Rs. P.
Maintenance Grant	47,92,200.00	91,01,440.00	63,12,000.00	65,24,500.00
Building Grant	5,11,000.00	1,01,900.00	56,300.00	80,400.00
Mid-day meal grant	8,000.00	24,000.00	24,000.00	80,400.00
Free Text Book grant	12,000.00	16,000.00	16,200.00	36,200.00
Science equipment, etc., grant	20,000.00	24,000.00	32,000.00	40,200.00
Games and Sports grant	8,000.00	8,000.00	12,000.00	12,000.00
Furniture and equipment grant	1,000.00	12,000.00	4,000.00	16,000.00
Book Bank grant	12,000.00	12,000.00	..	..
School Uniform grant	1,400.00	..	16,000.00	16,000.00
Total	89,68,600.00	92,87,348.00	64,92,500.00	68,05,700.00

STATEMENT 'C'

(Vide para—9.4)

Position of Teachers in District Council under the purview of grant

(1)	(2)	(3)	Non-Plan	Plan
1. 1977-78	(1) Khasi Hills District Council ... ..	...	1,443	210
	(2) Garo Hills District Council ... ..	...	1,565	130
	(3) Jaintia Hills District Council ... ..	...	696	115
2. 1978-79	(1) Khasi Hills District Council ... ..	...	1,443	250
	(2) Garo Hills District Council ... ..	...	1,565	240
	(3) Jaintia Hills District Council ... ..	...	696	135
	(Refugee Schools—25 Schools).			
3. 1979-80	(1) Khasi Hills District Council ... ..	...	1,693	50
	(2) Garo Hills District Council ... ..	...	1,830	60
	(3) Jaintia Hills District Council ... ..	...	831	45

STATEMENT 'D'

(Vide para—9.5)

(A) Number of single Teacher Primary Schools in Garo Hills—

1. West Garo Hills	...	...	...	...	...	...	791
2. East Garo Hills	...	...	...	...	...	...	393
							1,184

(B) Total number of Schools (Primary) in Garo Hills—

1. West Garo Hills	...	...	...	...	...	...	1,036
2. East Garo Hills	...	...	...	...	...	...	522
							1,558

(C) Trained and Untrained Teachers at Primary School of below middle pass and middle pass in Garo Hills—

					Male	Female	Total
West and East Garo Hills.	Below middle pass	Trained	..	..	34	3	37
		Untrained	...	..	55	10	65
	Middle pass	Trained	..	..	660	76	736
		Untrained	..	..	893	168	1,061
		Below middle pass and middle pass.		Total Trained and Untrained.	1,642	257	1,899

(D) Total number of Teachers (all qualifications) in Garo Hills (Primary)—

TRAINED			UNTRAINED		
Male	Female	Total	Male	Female	Total
750	192	942	1,038	210	1,248

TOTAL—2,190

The present situation in the Garo Hills in retrospective A—Reprisal

10.1 The present situation in the State is peculiar but interesting. It is an irony of history that the Garo Hills Autonomous District Council which was the first to demand for the immediate transfer of Primary Schools from State Government to District Council hands should be the first to demand that Primary Education should be re-transferred to the State Government. But the Spokesmen of the other District Councils in Meghalaya do not subscribe to such an idea. On 18th January 1980, the Garo Hills Autonomous District Council in Session unanimously passed the following official resolution.

“Whereas since the transfer of management and control of Primary Education from the State Government to the Garo Hills District Council in 1961, the number of Primary Schools and the teachers have increased tremendously causing great difficulty to this Council in effective running of administration on account of its strained economic condition to entertain adequate number of staff and meet the contingent expenditure to cope with the situation and also non-receipt of grant-in-aids from the State Government in time to make payment of monthly salaries to the teachers regularly :

And whereas all Garo Hills Primary Schools Teachers Association has been demanding strongly the transfer of management and control of Primary Education from the Garo Hills District Council to the State Government.

And whereas the Chief Minister of Meghalaya in a meeting held at Tura New Circuit House with the Members of the Executive Committee, representatives of all Garo Primary Schools Teachers Association and some educationists on 14th December, 1979, had assured that the transferring of the management and control of the Primary Schools, from the District Council to the State Government would be considered and decided by the Government within three months from that day after consulting all the the District Councils in the State and/or after appointing a Commission.

Now, therefore, this Council is pleased to resolve that the State Government of Meghalaya be moved for taking urgent steps for taking over all the Primary Schools under the management and control of this Council”.

10.2 All the Associations and witnesses both official and non-official barring a few have expressed their firm belief that School Education should be brought under the same umbrella. One official witness went to the extent of expressing his view that all the stages of school education should be brought completely either under the State Government or under the District Councils, if these Councils have enough experienced manpower resources and financial resources. But on cross examination, he himself clarified his statement that nobody would like to see that there would be no uniformity in every aspect of School Education if three Autonomous District Councils were to control and manage the entire process of School Education. There are only two witnesses who appeared before us who would like to see that status-quo should remain. However, they expressed their hope that certain arrangements have to be made in order to bring about improvements.

10.3.1 One official witness express himself in his personal capacity thus.

“This problem has not been stemmed out so much as to warrant the taking over of the Primary Schools by the Government. But the main problem is irregular payment to the teachers. Now, that is the only one aspect of the question and we can find alternative solution for regular payment without disturbing the existing situation. What I mean to say is that, let the management and control remain with the District Councils but we must try to improve the situation otherwise. First thing, there should be a regular fund at the disposal of the District Council and this should be automatic. And in this respect I would suggest that there should be some procedural safeguard so that there would be less scope for misuse of funds. But what is required is that there should be timely release of funds and it should be made automatic.....we have to review the whole system, otherwise we cannot maintain the standard and quality of Education”.

10.3.2 He further argued that it is wrong to think that Government should take hasty decision whenever there is a demand without carefully examining the justification or otherwise of such demand. According to him, the whole Spirit of the Sixth Schedule would be jeopardised if such demand is conceded. He said, "Once such demand is conceded, more demands will come that other subjects which fall under the District Councils should be transferred to the State Government. Then what is left with the District Council? What will be the fate of the Sixth Schedule?" He was of the opinion that more and more functions should be entrusted to the District Council and other local bodies. In a democracy more powers should be entrusted to the people.

10.3.3 There is yet another opinion which the Commission has given a careful thought. The opinion expressed by Captain W. A. Sangma is quite different from the other two sets of opinions. According to him, the issue is very delicate. He suggested that the Commission should make a request to the Government to extend its term for a longer period so that it can study the problem to its depth. But since the situation in the Garo Hills has reached a stage that there will be no education if Government do not take immediate decision and concrete action, he suggested that the Commission may submit an interim report. He further emphasised that the Commission may recommend to the State Government that presently it should take resort to sub-paragraph 2 of paragraph 16 of the sixth Schedule. We would very much like to welcome this idea had it not been for the fact that the Government has insisted upon us to submit the full report in the shortest possible time.

10.3.4 The first view was shared by all the associations and individuals from both the Khasi Hills Autonomous District and the Jaintia Hills Autonomous District who appeared before us. But the Second view was shared by the official view of the two Autonomous District Councils. In an official memorandum presented by Mr. S. G. Lyngdoh, Executive Member in-charge Education, Khasi Hills Autonomous District Council, we find following sentence:-

'It is, therefore, mandatory that the District Council is the sole authority in respect of Primary Education, and, or Primary Schools in the District'.

10.3.5 Mr. C. Nongtdu, Executive Member in-charge Education, Jaintia Hills Autonomous District Council also maintained an identical view with that of the Khasi Hills Autonomous District Council.

10.3.6. Both the views have their own strong grounds and valid arguments and both have their weak points also. But apparently, both views have also strong political ramifications. The Commission has, therefore, to balance these two views from all conceivable aspects.

10.4.1. Amongst the most controversial issues raised before the Commission is the question of constitutional difficulty. The protagonists of "One School system under one umbrella" say that there is no constitutional difficulty. They say that paragraph 6 of Sixth Schedule merely states, "The District Council for an autonomous district may establish, construct, or manage Primary Schools, Dispensaries, Markets, Cattle ponds, Ferries, Fisheries, Roads; Road Transport and Water Ways in the District". According to them there is no constitutional difficulty, paragraph 6 of the Sixth Schedule does not prohibit any agency to establish, construct or manage Primary Schools, Dispensaries, Road, Road Transport etc., if it has the means and this practice has been invogue. But the Executive Member in charge Education of the Khasi Hills Autonomous District Council and the Jaintia Hills District Council respectively claim that Paragraph 6 of the Sixth Schedule is mandatory. If this is the correct interpretation, we fail to understand why Dispensary in Meghalaya is still under the Health Department of the Government of Meghalaya. We fail to understand why road construction is still in the hands of the Public Works Department of the State. Why Transport facilities are being catered by the State Government and Private Agencies? Even the Garo Hills District Council has requested the State Government to take over its transport organisation because of the fact that it has admitted that it has failed. Fisheries and ferries are still in the hand of the State Government. Cattle pond is still nobody's business. The only two subjects which the District Council is jealous as a husband is jealous of his beautiful wife are Education and Market. Even in this matter, the Garo Hills District Council has already admitted that it is no longer possible for it to control and manage Primary Education in the District. In absolute terms therefore, it appears that the Garo Hills District Council wants to stick only to Market whereas the other two District Councils want to stick to Education and Market.

10.4.2. Here is an interesting situation. One narrow interpretation of this Paragraph is that the District Council is the sole authority in respect of Primary Education, and, or Primary Schools in the District. If that be so how can one, explain the fact that in Meghalaya many voluntary agencies have established, constructed and managed Primary Schools. Even the State Government through the Community Development Department have established, constructed and managed Primary Schools under "The specially Backward and Most Backward Area" Scheme. But when the State Government asked the District Councils to take over these Schools, they were reluctant to do so. From the actual position obtained today we may presume that this interpretation is not valid.

10.4.3. Another narrow interpretation of this paragraph is that the District Council has the power to establish, construct and manage Primary Schools like any Private agency or individual and no more. The other component of education like power for inspection, granting of permission to establish a school, granting of recognition, arrangement for training of teachers, conducting of public examinations for all Primary Schools, District Council Schools, Schools managed by Voluntary Agencies and Schools run by the State Government remain with the State Government. The very fact that the State Legislature has not enacted any legislation on this subject and that none of the District Council has made any regulation goes to prove that for so long there has been no attempt to interpret this paragraph correctly. The Commission is not aware of any interpretation of this paragraph by competent authorities or by any constitutional expert. The only opinion which is available today and which the Commission has to rely upon is that of M. Hidayatullah, Vice-President of India and former Chief Justice, Supreme Court of India. In the course of his Anundoraa Barooah Law Lecture delivered by him on "The fifth and Sixth Schedules to the Constitution of India" at Gauhati on November 1978, Shri M. Hidayatullah opines thus:

"Under the Sixth Schedule the District Council and the Regional Councils are empowered to establish, construct or manage Primary Schools, dispensaries, Markets, cattle ponds, ferries, fisheries, roads, road transport and water ways in the District and with the previous approval of the Governor to make regulations for regulation and control thereof, and in particular, to prescribe the manner in which Primary Education shall be imparted in the Primary Schools in the Districts. The last part of the relevant paragraph takes in all the Primary Schools in the District whether established before the establishment of the District Council or after. The first part raises some difficulty as to whether new schools can be established or can the District Council take over the management of old schools already established. Another question is whether the District Councils can make regulations for regulation and control of all Schools or only those which it established.

In my opinion the words 'may establish, construct or manage' must be read separately with the words 'in the District'. So read, the question of establishment and construction gets separated from what follows. The words then are:

"..... and may, with the previous approval of the Governor; make regulations for the regulation and control thereof..... The word 'thereof' limits the management of the Schools' which the District Council itself establishes. The word 'thereof' shows that a distinction is to be made between Schools already established and these which the District Council establishes. Then follow the words which again made the control general that is to say, applicable to all Primary Schools-'in the District' while prescribing the language and the manner in which primary education shall be imparted.

The language is not happy. It leads to the remarkable result that some roads, some schools and some cattle ponds etc. will be regulated by the Rules of the District Councils but not all. The rules, however, may be made by the District Council in such a way as to make this cleavage. It will be for the Governor in his Supervisory Jurisdiction to see that uniformity results",

10.4.4 From the above observation, it may be concluded that for all other Primary Schools it is the State Government which is the controlling authority. It may also be concluded that it is the duty of the State Government to see that the regulations made by the District Council for the regulation and control of its own school be approved by the Governor only when they are in conformity with the State Legislation or the executive order of the Government. Uniformity in the quality and standard of Education

and examination is vital not only for the State but for the whole country. This was the reason why by the 42nd Constitution Amendment, Education was removed from entry 11 of the state list of the Seventh Schedule and placed it in the Concurrent List. From this it may be said that all laws passed by the State Legislature on Education must conform with the laws passed by the Union Parliament. In the same manner, all regulations made by the District Councils must conform with the State law.

10.5.1 The protagonists of the Government's taking over of primary education in the whole State do not realise the inherent difficulties which both the State Government and the District Councils may have to face. First of all, there is the question of how to accommodate the existing staff of the education wing of the district councils. But this is not a problem which stands on the way. A formula may be devised in such a way that some of them might be absorbed by the district councils concerned and some may be absorbed by the State Government. The formula for fixing the seniority between those who are already in government service and those who will be absorbed from the district councils may be devised in the same manner as when basic education was merged with the main stream of general education. The second difficulty is that only one district council has passed a resolution to the effect of recommending the State Government to take over primary education in that district. The other two district councils are still reluctant to entertain such idea. If that be the case, there will be a real problem. In case the Government takes over primary education in the Garo Hills, the teachers of the other two autonomous districts are bound to make their demands that their services should also be transferred to the State Government. In that event, the two Autonomous District Councils will have to face a difficult situation. The third problem which the primary school teachers in the Garo Hills do not understand is that some of them might not be eligible to be absorbed into Government service. The taking over of primary schools in the District virtually means that all primary schools would have to be provincialised. The process of provincialisation may take quite sometime. Primary School teachers have to be encarded in the State lower school service. It may take quite sometime for the State Government to frame the service rules and conditions for this service. Again, before a teacher is entitled for encadrement, he must have to be screened by a Board to be constituted for the purpose. In the process, many of them might not be able to pass through this process of screening. In that event, those who fail to qualify will have to be left out.

10.5.2 From the point of view of the State Government, they may not be in a position to take over primary education in the Garo Hills immediately due to the lack of sufficient number of staff in the office of the Deputy Inspector of schools. Elsewhere in this report, we have pointed out that while the number of schools have increased by geometrical progression, the number of inspecting staff has not increased even by arithmetical progression where as the number of clerical staff in the office of the Deputy Inspector of schools remain more or less constant. If the Garo Hills District council has expressed its difficulty that the administrative staff could no longer cope with the problem of primary education because the number of schools and teachers has increased many times, we are afraid that with the transfer of primary education into Government hands, the office of the Deputy Inspector of schools with a limited number of staff may not be in a position to fare better than the District Council. However, the problem can be solved by appointing more employees in the office of the two Deputy Inspectors of schools in the Garo Hills.

Another very important problem posed by a number of witnesses is constitutional problem, where as the provisions of the sixth schedule empowers the State Government to entrust some functions to the District Councils, on the other hand, there is no provision that the District Council may entrust some of its functions to the State Government. This is a real constitutional problem. However, the very fact that Dispensaries and road construction works are still in the hands of the State Government, we may presume that the State Government can also run primary education in any part of the State. The advocates for transfer of primary education from the District Council to the State Government are of the opinion that by a simple resolution of the District Council, the State Government can take over primary education. But there are others who are of the opinion that primary education cannot be transferred to the State Government unless paragraph 6 of the sixth schedule is amended. In this connection, Mr. Purno A. Sangma says that if

paragraph 6 of the sixth schedule stands on the way, steps should be taken to see that the Union Parliament should amend this particular paragraph. As stated earlier, we do not want to enter into any controversy regarding constitutional issue. Suffice to say that if school education is to improve, it must be brought under one single umbrella. If there is any difficulty, constitutional or otherwise, that difficulty must be removed. Our constitution can be amended from time to time in order to meet the needs of the hour. During the days of the composite State of Assam, it was really desirable that primary education should be placed in the hands of the District Council. But today after Meghalaya came into being, it appears that the need of the hour is to retransfer primary education, from the District Councils to Government hands. We would, therefore, recommend that the State Government should take bold step to get primary education transferred from the Garo Hills District Council into its own hands. If Government thinks that there are some difficulties, we would recommend that initially, it may take resource to sub-paragraph (2) of paragraph 16 of the Sixth Schedule.

10.5.4 We have to make this recommendation from practical considerations. The situation as is obtained in the Garo Hills today is that all the Schools will remain closed and the poor children will get no instructions for quite sometime if the Government do not take over primary education in the District.

CHAPTER XI

Recommendations

11.1. In some chapters of our report, we have indicated our recommendations. In this chapter, we would like to emphasise that the recommendations made by us, if implemented will go a long way towards re-shaping the whole system of school education, not only in the Garo Hills, but in the whole State. First and foremost, we have already recommended that the State Government should take over primary education in the Garo Hills. We agree with the view that unless the whole system of school education is controlled by one authority there will be no link between one stage and another. We have indicated elsewhere in our report that at present, nursery schools and pre-primary schools are controlled or supposed to be controlled by the Social Welfare Department of the State Government. Primary schools are controlled partly by the District Councils and partly by the State Government. But secondary schools are controlled by the Education Department of the State Government. Education, like plantation is a continuous process. An experienced and qualified caretaker of a nursery knows how to tend and to nourish the tender plants till they are fit to be transplanted in the open field, and he must also know the conditions which exist in the next stage. But a person who knows only how to nourish and tender the plants does not know the conditions that exist in the next stage. So also is with education in Meghalaya. The District Councils seem not to care to know the conditions that exist in the M. E. School and high school stages. In order to bring about uniformity of policy, uniformity in the standard of teaching and standard of examination, the whole system of school education and all its components should be controlled by one single authority. The only problem that we are facing is that our terms of reference do not cover the other two autonomous Districts. Nevertheless, we received the full co-operation of the Khasi Hills Autonomous District Council and the Jaintia Hills Autonomous District Council also. Therefore, as the first step, the taking over by Government the Garo Hills will be a major breakthrough towards this end. We hope a time will soon come when the two other District Councils also will pass resolution to the effect that all the primary are under the control of the two District Councils should be transferred to the State Government.

11.2. After the taking over of the primary schools in the Garo Hills, there must be some major changes in the administrative structure. Although the National policy appears to march towards abandoning all public examinations for children between the age of 6 and 14, yet the system of internal assessment will always continue. In some States in the country, besides the existence of State Board of school Education there is also a Board of Elementary Education. In some other States there it also a Board for primary education. In Meghalaya, a Board of school Education has already been constituted under the Meghalaya Board of School Education Act, 1973. This

Board is also assigned with the duties of designing curriculum and prescribing text-books, syllabus etc. not only for high schools, professional or vocational schools, but also for primary schools. We recommend that the proviso of Sub-clause XXV of Clause 12 which states *inter alia* this Act that "that the power of the Board shall not extend to the primary schools established, constructed or managed by the District Councils unless the State Government, after consultation with the District Council concerned by Notification empowers the Board to exercise the powers aforesaid in respect of 'primary schools'" be implemented. There will be no difficulty that the Board should control primary schools in the whole State for the purposes mentioned in the Act, provided the two other District Councils agree. For the greater interest of education, we hope that the two District Councils will also fall in line with our recommendations.

11.3. The conditions of education in Meghalaya requires the necessity of holding public examinations at least at the end of the primary school stage and at the end of the middle school stage. If this Board is to conduct these two examinations the burden will be too much. Therefore we recommend that the State should have a Board Elementary Education which will be constituted in the same line as the Board of School Education, and it should be assigned with the duties of looking after pre-primary, primary and middle schools. The spirit of healthy competition should be inculcated in the minds of the children of the Scheduled Tribes so that they can face competition in the open world in future.

11.4.1 Elsewhere in this Report we have recommended that training is an integral part of education. At present, the number of training schools is very limited, and hence it becomes difficult to implement the Government policy that training should be compulsory. In order to implement this policy, immediate steps should be taken for school mapping and planning. When these process are completed, new training schools should be started in new centres, so that the teachers of the interior areas should find no difficulty to undergo training including in service training. We emphasises also that the number of Inspecting Staff be increased so that each and every school should be inspected at regular intervals.

11.4.2 We have also pointed out elsewhere in this Report that the number of single teacher schools is very large in this State particularly in the Garo Hills. We recommend that for sometime to come, new schools should not be opened unless in a haphazard manner unless and until the existing schools are provided with the requisite number of teachers. We hope that there will be no difficulty to increase the number of teachers because free and compulsory education is the joint responsibility of the Central Government the State Government and other local authorities. The Commission feels that at present the existing schools are concerned only with the spread of literacy. But what is more important, is that, we do not want to see the increase of the number of literate un-educated. Hence the existing schools must be strengthened so that the pupils should get proper type of teaching.

11.5 In matters of appointment, it has been alledged that in the Garo Hills, merit of candidates have not been taken into consideration. The so called test examinations conducted by its Selection Board. It has been alledged, again as merely a farce. This is because the Appointing Authority has been practising the unusual method of appointment, *i. e.* to select only those who have been associated with the party in power. The Chief Executive Member of the Garo Hills District Council himself informed the Commission that in the past, many appointments were made even on the roadsides. This method of pick-and-choose must be stopped altogether. We recommend, therefore, that after the taking over of primary education by the Government, a strong District Education Selection Board should be constituted. This Board shall consist mostly of educationist and administrators so that it will function without any political bias and prejudices. As Mr. Edwington Bareh pointed out things will not improve for the administration of primary education if the constitution of the Selection Board is similar to the constitution of the existing District Selection Board where the political leaders occupy the post of Chairmanship". Further, we recommend that all regular appointments, in future, should be made strictly from the list prepared by the District Education Selection Board and that merit should be the sole criterion for making appointments.

11.6 As discussed elsewhere in this report, it has been discovered that primary schools run by strong and well organised voluntary agencies like the missions are better managed and can produce better results. Therefore, we encourage to open new schools wherever necessary with the prior approval of the Deputy Inspector of Schools. Government should also enhance the amount of Grant-in-aid to such well organised schools. This has become necessary in view of the fact that the Meghalaya Pay Commission has recommended better pay scales for the teachers of all levels of education and that the Government have accepted it. But whenever there is a necessity to establish new schools in any village or town, care should be taken to see that there are no rivalries among the different factions within the village or in the town. We have been informed that there are large number of rival schools with hostile attitude among rival factions or group politics or among the voluntary agencies themselves. If the rival schools have healthy competition it is welcome. But if hostile attitude develops it should be discouraged.

11.7 We further recommend that immediate steps should be taken to prepare school mapping system. If this is not done it will be difficult for the Education Department to prepare an objective planning for school education.

11.8 In the chapter dealing with financial administration, we have indicated our recommendations on how financial administration should be based in future. We have noticed that even the recent problem that has cropped up in the Garo Hills is due mainly to the absence of financial rules and financial procedure. Hence we recommend that immediate steps should be taken to frame the rules for the utilisation of Government grants to any District Council for any development purpose.

11.9 Immediately after the taking over of primary schools from the Garo Hills District Council we recommend that Government should take immediate steps that the Garo Primary School Teachers' Association should be suspended or disbanded. Once the school teachers become Government employees, they have no right to form an association except with the permission of the Government. The formation of such Association depends entirely on the provision of the service rules. Our recommendation to suspend or disband this Association is also based on the fact that a number of witnesses have informed the Commission that this Association has been politicalised. It is wrong to allow the Government employees to take an active part in politics.

11.10 We hope our recommendations will be welcome by all concerned. If these recommendations are implemented, we are sure that there will be great improvement in the standard and quality of education in the Garo Hills District in particular and in the whole State in general.

CHAPTER XII

Acknowledgement

12.1 In concluding the Report, we would like to place on record our deep appreciation and sincere thanks to the Garo Hills Autonomous District Council authorities and in particular, Shri Sanford K. Marak, Chief Executive Member, and Shri Clifford R. Marak, Executive Member in-charge of Education, Garo Hills District Council for their selfless co-operation with the commission. We would also like to place on record our deep appreciation to Shri S. G. Lyngdoh, Executive Member in-charge of Education, Khasi Hills Autonomous District Council and Shri C. Nongtdo, Executive Member, in-charge of Education, Jaintia Hills Autonomous District Council for their valuable contribution to the Commission. We are also grateful to all the representatives of the associations and also the educationists who have assisted the commission by tendering their informations without any reservation. We are especially grateful to Capt. W. A. Sangma and Shri D.D. Pugh both former Chief Ministers of Meghalaya, Shri Edwinson Barih and Shri John Deng Pohrmen both former Chief Executive Members of the Jaintia Hills Autonomous District Council and former Ministers in the previous Meghalaya

Cabinet, Shri N. M. Lahiri, Advocate-General, Meghalaya, and to the Officers of the Education Department and the District Council Affairs Department of the Government of Meghalaya for their invaluable suggestions on many important issues.

12.2 The Commission acknowledge with thanks the help rendered by the Education Department in supplying all the materials which the Commission thought necessary for conducting its investigation and making its recommendations. In particular, the Commission acknowledge with thanks the invaluable help that it gets from Shri Krishna Kumar Chetri, Finance and Accounts Officer, Education Department Government of Meghalaya.

12.3 Our sincere thanks are also due to every one of the officers and staff of the Commission's Secretariat. But for their untiring efforts at all times, it would not have been possible for the Commission to complete the Report within the shortest possible time.

Dr. R. S. LYNGDOH
Chairman.

Shri A. S. SHYLLA
Member.

Shri PLANSING K. MARAK
Member.

Shri B. S. SANGMA
Member Secretary.

APPENDIX I

GOVERNMENT OF ASSAM,
TRIBAL AREAS DEPARTMENT

No.TAD/EDN/40/51.

Shillong, the 4th March, 1960.

From:— Shri R. T. Rymbai, ACS,
Under Secretary to the Government of Assam,
Tribal Areas Department.

To:— The Chief Executive Member,
District Council.

Subject:— Management of Primary Education in the
Autonomous Districts-Handing over of
Government L.P. Schools to the District Councils.

SIR,

I am directed to address you on the above subject and to say that with a view to come to an early decision in the matter, the Minister, Tribal Areas Department desires to hold a meeting for discussion of the subject on the 23rd instant at 11 A.M. in his office room in the Secretariat, Shillong.

I am, therefore, to request you kindly to make it convenient to attend the meeting accordingly. A copy of this Department letter No.TAD/EDN/40/51/179, dated 1st August, 1953 and a statement showing summary of each District Councils views to Government decision are enclosed herewith.

If, for some reason or other, you are unable to attend the meeting, I am to request you kindly to depute your representative to attend the meeting.

The receipt of this letter may kindly be acknowledged.

Yours faithfully,
Sd/- R. T. RYMBAI,
Under Secretary to the Government of Assam,
Tribal Areas Department.

Memo No.TAD/EDN/40/51

Shillong, the 4th March, 1960.

Copy with a copy of this Department letter and a statement as mentioned at para 2 above, are forwarded to all Hill M.L.As with the request to make it convenient to attend the meeting on the date, time and place stated above.

By Order etc ,
Sd/- R. T. RYMBAI,
Under Secretary to the Government of Assam,
Tribal Areas Department.

APPENDIX II

IMMEDIATE

No. TAD/EDN/40/51/179

Shillong the 21st August, 1958.

To

The Chief Executive Member, District Councils, United Khasi and Jaintia Hills, Mizo District, Garo Hills, Mikir Hills, North Cachar Hills.

Subject—Management of Primary Education in the Autonomous District—Handing over Government L. P. Schools to the District Councils.

Sir,

I am directed to say that although the management and control of Primary Education in the Autonomous District falls under the purview of the respective District Councils as provided in para 6 of the Sixth Schedule to the Constitution of India the State Government at the request of the respective District Councils, have so long been continuing to manage Primary Education in the Hills. Government consider that the time has now come to transfer the control and management of the Primary Education to the respective District Councils. In fact some of the District Councils have already asked for the transfer of the control and management of these schools. The Government, however, consider that before a final decision is taken in this regard the considered views of the District Councils on certain important administrative and financial aspects involved in the proposed transfer, may first be ascertained. These problems fall under the following categories.

1. Finance.
2. Staff.
3. Training of teachers.
4. Inspecting staff.
5. Curriculum, text books, etc.
6. Building furniture, equipments, etc.

These are discuss seriatim below—

1. **Finance**—Under the existing arrangement, the Government Primary Schools are maintained entirely at Government cost. In addition, Government are also giving substantial grants-in-aid to each District Councils for establishing new schools and also for the improvement of Primary Education in general and in respect of such schools which are now under the control of the District Councils. With the transfer of complete control and management of Primary Education to the respective District Councils, it will be the sole responsibility of the District Councils concerned to provide necessary funds in their own budget in this respect. With the gradual expansion of Primary education in the Autonomous District, the financial liabilities of the District Councils in this respect will also accordingly increased. Although Government may continue to give financial assistance to the respective District Councils to the extent of the existing level of expenditure incurred by Government for the maintenance of Government Primary Schools for giving grants-in-aid to Government Aided Primary Schools and also to the different District Councils for the improvement of Primary education under their control, and in addition such other grants-in-aid for expansion of Primary Education as funds may permit annually, the District Councils will have to provide from their own resources also for expenditure in excess of the total Government contribution for the proper maintenance and expansion of Primary Education in their respective Districts. This may become a heavy burden on the District Councils especially when their resources have not yet been fully developed. In the interest of speedy expansion of Primary Education in the hills this financial aspect of the question needs the most careful consideration of the District Councils.

2. **Staff**—The teaching staff of the Government Primary Schools consists of both permanent and temporary personnel. Along with the transfer of Government Primary Schools the existing teaching staff will, for obvious reasons, have to be taken over by the District Councils. So far as temporary personnel are concerned, no administrative difficulty will arise. Their services under the Government may be terminated with effect from the date on which the Primary Education is taken over by the District Councils who may re-employ them on such terms and conditions as may be considered reasonable with effect from the same date. But in respect of the permanent Government teachers, an option will have to be given to them whether they will continue to serve under the new authority. In respect of those who will be willing to serve under the District Council their service conditions in all respects including pay and allowances should not be adversely affected by the change-over, but should continue as if they were still in Government service and the District Councils will be liable to contribute towards their leave salary and pension. In respect of those who signify their unwillingness to serve under the new set-up, they will be stretched on such concessions as are admissible under the Assam Pension Manual and the liabilities in this respect will be fully borne by Government.

3. **Training of Teacher.**—With a view to maintaining proper co-ordination and standard of education throughout the State as a whole, it is desirable that the District Councils should take appropriate arrangement for proper training of the Primary School Teachers.

4. **Inspecting Staff.**—At present the District Inspecting Staff consists of one D. I. in each Sub-Division assisted by one or more S. Is and a few A. S. Is. The D. I. is responsible for proper management and control of Middle Schools also. Even if Primary Education is transferred to the District Councils, Government will have to continue to maintain a D. I. for supervision of the Middle Schools both Government and non-Government, and will be prepared to place the services of the A. S. Is at the disposal of the respective District Council on the same terms as in the case of Government Primary Schools teachers, but the District Councils will have to make their own arrangement for any supervisory staff above the rank of S. Is and A. S. Is or may arrange with the Government for the services of the D. Is.

5. **Curriculum and Text Books.**—With a view to maintaining adequate standard of Primary Education in the Hills, so that there may not be any difficulty to link up Primary Education with the Middle Schools Standard, it is considered desirable that adequate arrangements should be made from the very beginning for preparation and prescription of curriculum, syllabus, text books, etc. for use the Primary Schools in each autonomous district. This can best be achieved if, on the lines of the District Primary Education Boards in the plain District, a primary education Board consisting of educationists and other interested in education is constituted by each District Council. The Board should be empowered to deal with matters relating to curriculum, syllabus, text books, etc. and also to advise the District Councils in all matters pertaining to the Primary Education in the District and in doing so the Board should always bear in mind the policy which is being followed by the State Primary Education Board.

With regard to Primary Education in the Plain Districts. This is a vital question involving policy and it is requested that the District Councils will give their full consideration to this matter.

6. **Building, Furniture, Equipment.**—With the transfer of Primary Education to the District Councils, the question of transfer of existing Government Primary School building, Furniture and Equipment to them will arise. Government are however prepared to consider any request to hand over these properties to the respective District Councils free of costs.

I am to request that the District Council will give their careful consideration to these points and favour Government with their considered views at an early date to enable them to come to a final decision.

Yours faithfully,

Sd/- R. T. RYMBAI,

Under Secretary to the Government of
Assam, Tribal Areas Department.

Memo No.TAD/EDN/40/51/179 (a), Shillong, the 21st August, '58.

Copy forwarded to the Director of Public Instruction, Assam for information.

By order etc.,

Sd/- R. T. RYMBAI,

Under Secretary to the Government of Assam
Tribal Areas Department.

STATEMENT SHOWING SUMMARY OF DISTRICT COUNCIL'S REPLY TO GOVERNMENT DECISION REGARDING TRANSFER OF PRIMARY EDUCATION TO THE RESPECTIVE DISTRICT COUNCILS

Item	Government's decision	United Khasi and Jaintia Hills District Council	Garo Hills District Council	Mizo Hills District Council	Mikir Hills District Council	N. C. Hills District Council
1	2	3	4	5	6	7
1. Finance	<p>.. Government to provide fund to the extent of level of expenditure incurred by Government.</p> <p>(1) for maintenance of L. P. Schools.</p> <p>(2) for giving grant-in-aid to aided L. P. Schools.</p> <p>(3) to the Councils for improvement of primary Education and,</p> <p>(4) such are the grant for expansion of Primary Education as fund may permit.</p>	<p>State Government to provide fund annually for the propose of</p> <p>(i) maintenance of existing L. P. Government L. P. School in the District to the existing level of expenditure.</p>	<p>Government to Finance the entire cost of maintaining existing Government L. P. and Aided L. P. School inclusive pay and allowance of Staff teaching, inspecting, training clerical until such time when the Council is in a position to meet the expenditure from its own resources, and to grant such recurring and special grant annually for future expansion and improvement of Primary Education in the District</p>	<p>Rupees 3,68,600 i.e. giving annually to the District Council for maintenance of existing L. P. School both Government Aided and Private as also grant for pay etc., of inspecting training and clerical staff and future expansion of Primary Education.</p>	<p>Council agreed to take over provided Government's help is satisfactory with regards to maintaining the existing L. P. Schools and future improvement and expansion of Primary Education.</p>	<p>Government to give financial assistance to the level of existing expenditure on Government and District Council L. P. School as also to provide adequate finance for future expansion of Primary Education in the District.</p>
2. Staff	<p>.. In respect of temporary staff, their service will be terminated with effect from the date on which Primary Education is taken over by the respective Council but may be re-employed by the Council on which terms and condition as may be considered reasonable with effect from the same date.</p> <p>As regard permanent staff, those who are willing to serve under the new authority will do so without prejudice to the service condition including pay and allowance obtainable while under Government service and the Council will contribute towards their leave salary and pension.</p>	<p>In respect of temporary staff, the Council agreed to re-employed them from the date of termination of their service with Government excepting those who have exceeded age of 50 or who have not passed the M. E. Examination from the recognised institution or board. In case of permanent staff, the Council agreed with Government decision.</p>	<p>Agreed to bear the leave salary and pension of permanent staff.</p>	<p>Considered reasonable.</p>	<p>No objection.</p>	<p>Agreed to the Council pray for exemption from contribution leave salary and pension of permanent staff.</p>

3. Training of teachers.	Each District Council should make proper arrangement for training of L. P. teachers with a view to maintaining proper co-ordinating and standard of Education through out the State.	Agreed by the Council.	The Existing training centre at Tura be transferred to the District Council along with staff without payment of deputation allowance.	Considered reasonable.	Agreed and would establish such School in the District.	Agreed be proposed to take over the training centre at Halflong with Government financing grants-in-aid for its maintenance.
4. Inspecting staff.	Government prepared to place the services of A. S. Is. at disposal of the Council on the same terms and conditions as in the case of L. P. teachers, but the Council will make its own arrangement for any supervisory staff above the rank of S. I. and A. S. I. or may arrange with Government for services of the D. I. of Schools.	The services of A. S. I. and also S. Is if could be spared to place at the disposal of the Council on the same terms as in the case of L. P. Teachers.	Service of existing inspecting staff be place at the disposal of the Council without payment of deputation on allowance.	Considered reasonable.	The Council has an inspecting staff of its own and proposed to entertain D. I. of its own even after transfer of A. S. Is. under Government.	Services existing and A. S. I. be placed at the disposal of the council. Government to consider given adequate finance to maintain the inspecting staff as also entertain addition Supervisory Staff.
5. Curriculum and Text Books.	To link up Primary education with M. E. Standard, it is necessary that the Council should constitute a Board on the line of the District Primary Education Board to advise the Council in matter of preparation of curriculum, syllabus, text books etc; and in all matter pertaining to the Primary Education in the District. The Board to bear in mind the policy which is being followed by the State Primary Education Board with regard to Primary Education in the Plain District.	The Board will be set up to advise the Council in matters relating to curriculum, syllabus, text books as also in all matters concerning inter-relation of Primary Education with secondary Education of the State of Assam and proper legislation would be made to that effect.	No mention by the District Council on this point.	Considered reasonable.	Agreed, but in matter of language and medium of teaching some change will have to be introduced consistent with general Education policy of State Government. Already constituted a Committee to advise the Executive Committee and its up-gradation to the status of a Board will be considered when transfer of Primary Education has taken place.	Agreed.
6. Buildings Furniture, Equipment.	Government prepared to consider any request to hand over these properties to the respective District Council free of cost.	All Government buildings Furniture, equipment be transferred to the Council free of cost.	No mention made by the Council on this point.	Considered reasonable.	Agreed.	Agreed

Proceeding of the meeting of the representatives of the District Councils and Hills Tribal M. L. As, held on the 23rd March, 1960 in the Assembly office room of the Minister, Tribal Areas Department to finalise the proposal for transfer of Primary Education to the control of the District Councils.

The following were present :—

1. Minister, Tribal Areas Department.
2. Shri T. C. Jee, C. E. M., United K. and J. Hills District Council.
3. Shri C. S. Teron, M. L. A., C. E. M., Mikir Hills District Council.
4. Shri Mody K. Marak, M. L. A., C. E. M., Garo Hills District Council.
5. Shri Tuikhurliana, Executive Member, Mizo District Council.
6. Shri Biaktluanga, Secretary, Executive Committee, Mizo District Council.
7. Shri D. Hojai, Judge, N. C. Hills District Council.
8. Shri S. C. Dasogapau, Secretary, Mikir Hills District Council.
9. Shri Enerson Momin, M. L. A.
10. Shri Nalinda Sangma, M. L. A.
11. Shri Sai Sai Terang, M. L. A., Parliamentary Secretary.
12. Shri A. Thanlura, M. L. A., Chief Parliamentary Secretary.
13. Shri Hamdon Haplangbar, M. L. A.
14. Shri Larsingh Khyriem, M. L. A., Deputy Minister.
15. Shri R. B. Vaghaiwalla, I.C.S. Secretary, Tribal Areas Department.
16. Shri S. C. Rajkhowa, Director of Public Instruction, Assam.
17. Dr. P. G. Goswami, Assistant D. P. I., Assam.
18. Shri K. B. Baruah, Assistant Secretary, Tribal Areas Department.
19. Shri S. K. Datta, Assistant Secretary, Tribal Areas Department.

Minister, Tribal Areas Department, in opening the discussion said that with view to falling in line with the national policy to bring the entire country under the compulsory primary education by the end of the third plan, all available resources will have to be pooled to take up a phased programme for expansion of Primary Education in the autonomous districts. To achieve this objective funds would of course be forthcoming from the Art. 275 development grants, State general plan, normal state revenue, share from the State's allocation from the grant provided for by the Central Education Ministry from out of the allocation made for this scheme in the National Plan.

The District Councils would also have to play their part in making increased provision from out of their own sources for this purpose. All these resources would have to be pooled and properly utilised to achieve the national objective.

The Minister emphasised the need for proper survey of the needs of primary schools in each autonomous district and also drawing up a phased programme for expansion of primary education in the Hills. He suggested that if maximum advantage from the available funds from various sources was to be derived, each District Council should make it a point to get the School buildings constructed by the villagers themselves on a voluntary basis and only staff and equipments should be provided by the District Council. He also stressed the need for expanding the training facilities with a view to equipping the schools with trained teachers. He made it clear that along with the Primary schools and the training centres, the District Councils would also have to take over junior Basic Schools but training of Basic Teachers may, at present continue to remain the responsibility of the Education Department. He explained that it was the accepted policy of Government to convert gradually all the primary Schools in the State into Basic type.

He further said to the members that although the terms and conditions for transfer of Primary Education to District Councils as laid down in Tribal Areas Department's letter No. TA/D/EDN/40/51/179, dated 21st August 1958 were generally accepted by all the District Councils, in certain respect, some of the Councils accepted them subject to certain conditions. He appealed to the representatives of the District Councils to agree to the conditions laid down by the Government without any reservation.

After some discussion, the meeting unanimously agreed to the proposed transfer on the terms and conditions laid down by Government. The representatives of the District Councils, however suggested that the inspecting staff consisting of all the Sub-Inspectors and Assistant Sub-Inspectors and the part time services of the Deputy Inspectors in each autonomous District should be sent to the respective District Councils their pay and allowances being met entirely by Government. Minister, Tribal Areas Department assured the meeting that he would recommend to Government to consider the suggestion sympathetically.

It was also agreed that the proper co-ordination of primary education in each district. A District Primary Education Board more or less on the same line as in the Plains Districts would be set up with the Deputy Inspector of Schools as its Secretary. A similar Board with representatives from each District and Education Department would also be set up at the State level.

The Minister thanked the members for the unanimous decision and the meeting was dissolved.

Sd/-
(W. SANGMA,)
Minister,
Tribal Areas Department.

Memo No.TAD/EDN/26/60, Dated Shillong, the 7th April, 1960.

Copy to:—

1. All Chief Executive Members of the District Councils.
2. The Director of Public Instruction, Assam who is requested to come up with formal proposal to implement the decision as early as possible.

Sd/- ILLEGIBLE,
Assistant Secretary to the Government of Assam.,
Tribal Areas Department.

APPENDIX III

GOVERNMENT OF ASSAM

TRIBAL AREAS AND WELFARE OF BACKWARD CLASSES DEPARTMENT

No.TAD/EDN/26/60

Dated Shillong, the 7th June, 1961

From:—

Shri R. T. Rymbai,
Deputy Secretary to the Govt. of Assam,

To.

The Chief Executive Member, United K & J Hills Dist. Council, Shillong.
The Chief Executive Member, Garo Hills Dist. Council, Tura.
The Chief Executive Member, Mizo Dist. Council, Aijal.
The Chief Executive Member, Mikir Hills Dist. Council, Diphu.
The Chief Executive Member, N. C. Hills Dist. Council, Haslong.

Subject.—Transfer of Primary Education to the control of District

Reference.—This Deptt.'s letter No.TAD/EDN/40/51, dt. 4.3.60.

Sir,

I am directed to say that the terms and conditions for transfer of Primary Education to the control of the District Councils as laid down in the letter under reference included a condition that along with Primary and Junior Basic Schools in the Autonomous District each council would be required to take over both permanent and temporary Primary and Junior Basic School teachers and also such Inspecting staff would be found surplus as a result of the transfer. The permanent staff would be taken over by the respective councils on deputation terms i. e. they would be paid the same pay and allowances which they draw in Government service at the time of transfer along with the proportionate contribution towards their leave and pension by each councils. As regards the temporary staff, on their being discharged from Government service as surplus staff they would be re-employed by the respective District Councils on their own terms.

All the Councils except North Cachar Hills District Council accepted these conditions in writing unreservedly. The North Cachar Hills District Councils however suggested to Government waive condition of contribution by the Council towards leave salary and pension.

In the meeting held on 23rd March 1960 presided over by Shri W. Sangma, M. L. A., the then Minister for Welfare of Backward Classes and attended by the representatives of all District Councils the aforesaid conditions were unanimously accepted in to, *vide* copy of proceedings forwarded to you with this Department's Memo No.TAD/EDN/26/60, dated 7th April 1960. This acceptance was further reiterated by all the Councils in the meeting held on 7th January 1971 convened by the Director of Public Instruction, Assam. It is now requested that you may please confirm in writing those proceedings mentioned above.

Government have since finalised the decision for transfer of the Primary Education to the control of the respective District Councils and the actual transfer will be effected as soon as the constitution of the District Primary Education Board for each District is notified by the respective Councils in the Assam Gazette. In fact, the Garo Hills District Council has already done so and the transfer has since been given effect to with effect from 1st June 1961. Before actual transfer, it is, however, considered imperative that each District Councils confirm in writing that they will employ the permanent staff of the Primary and Junior Basic Schools as they stand on the actual date of transfer on the terms and conditions as already agreed upon, and that the councils undertake to make proportionate contributions towards leave salary and pension in respect of the permanent staff.

I am therefore, to request you to take immediate action to comply with the above requirements.

Yours faithfully,

Sd/-

Deputy Secretary to the Government of Assam,
Tribal Areas and W. B. C. Department.

Memo No.TAD/EDN/26/60

Dated Shillong, the 7th June, 1961.

Copy to—

- (1) The Director of Public Instruction, Assam.
- (2) Education (G) Department.

By order etc.,

Sd/-

Deputy Secretary to the Government of Assam,
Tribal Areas and W. B. C. Department.

GOVERNMENT OF MEGHALAYA
EDUCATION YOUTH AND SPORTS DEPARTMENT

Orders by the Governor

Notification

Dated Shillong, the 15th January 1980.

No. EDN. 252/79/10.—The Governor of Meghalaya is pleased to appoint under paragraph 14 of the Constitution of India, a Commission to enquire into and report on the provision of educational facilities with special reference to primary education and connected matters under the Garo Hills District Council with the following members:—

(1) Prof. R. S. Lyngdoh	Chairman
(2) Shri A. S. Shylla	Member
(3) Shri I. K. Sangma	Member Secretary

The terms of reference and the procedure to be followed by the Commission are detailed below:—

- (1) to undertake study of the terms and conditions made at the time when primary education was transferred by the erstwhile Government of Assam to the Garo Hills Autonomous District Council.
- (2) to make a comparative study of the number of different categories of primary schools and the number of teachers (category-wise) at the time of transfer of the management and control of primary education to the Garo Hills District Council and the present number of schools and teachers.
- (3) to find out the reasons of the frequent strikes and dislocation of primary education in Garo Hills.
- (4) to find out whether funds have also been provided by the District Council from their own resources for expansion of primary education.
- (5) to indicate the procedure for payment of salaries to the teachers by the Garo Hills District Council.
- (6) to comment on the rules framed by the District Council for administration of primary education.
- (7) to state the actual amount sanctioned by the Government for salaries of primary school teachers and also for the Inspecting staff including their peons placed under the District Council on deputation and the actual disbursement made by the District Council year-wise.
- (8) to state whether a Primary Education Board has been constituted by the District Council.
- (9) to ascertain/assess the over-all position of primary education under the Garo Hills District Council:
- (10) to examine the possibility of retaking over of the management and control of the primary education by the State Government, and
- (11) any other point (s) that may be considered necessary by the Commission.

Constraint: There is no constraint or limit to the power of the Commission to examine any other matter pertaining to the Primary Education in Garo Hills.

Honorarium, T. A. & D. A.: A lumpsum honorarium of Rs.2000 for the Chairman and Rs.1500 for the non-official members will be paid by the Government. They will also be entitled to a usual T. A. & D. A. as admissible to Senior grade officers.

The Commission is required to submit its report by the 15th February, 1980.

(M. R. MAWLONG)
Deputy Secretary to the Government of Meghalaya,
Education: Youth and Sports Department.

Memo No. EDN. 252/79/10—A,

Dated Shillong, the 15th January, 1980.

Copy forwarded to:—

1. Prof. R. S. Lyngdoh, C/o. Dr. (Mrs) F. Kharkonjor, Deputy Director, Pasteur Institute, Meghalaya, Shillong.
2. Shri A. S. Shylla, Ex-M. P., Mission Compound, Mawkhar, Shillong—793001.
3. Shri I. K. Sangma, Secretary, Meghalaya Board of School Education, Tura. He is requested to make necessary arrangement for accommodation of the office of the Commission in Tura, if necessary.
4. The Director of Public Instruction, Meghalaya, Shillong.
5. Secretary to the Government of Meghalaya, District Council Affairs Department.
6. General Administration Department for information. They are requested to provide accommodation for the Office of the Commission immediately so that the Commission may function with effect from 16th January, 1980.

By order etc.,

Sd/
Deputy Secretary to the Government of Meghalaya.

Grams. MEB.

PHONES.

Chairman Off. 6870 (Shillong).

SHRI I. K. SANGMA

Res. 3924 (Shillong).

SECRETARY

Secretary Off. 174 (Tura).

Res. 51 (Tura).

Asstt. Secretary (Exam). Off. 272 (Tura).

Asstt. Secretary (Text Books, etc.) Off. 271 (Tura).

No. MBOSE/Se—19/80/265

Dated Tura, the 22nd January, 1980

MEGHALAYA BOARD OF SCHOOL EDUCATION
WEST GARO HILLS (MEGHALAYA)
TURA—794002.

To

The Secretary to the Government of Meghalaya, Education Department,
Shillong.

Subject: Appointment of a Commission to enquire into and report on the provision of educational facilities with special reference to primary education and connected matters under the Garo Hills District Council.

Reference: Government Notification No. EDN. 252/79/10, Dated 15th January, 1980.

Sir,

I may kindly be allowed to draw your kind attention to the above mentioned Government Notification under which I have been appointed as a Member Secretary of the Commission. Though I am honoured and extremely grateful to the Government for giving me this assignment, I am compelled to decline the assignment under inevitable circumstances stated below which may kindly be considered by the Government.

As a Secretary of this Board I am fully responsible for conducting various examinations under this Board. Our High School Leaving Certificate Examination is scheduled to be held in March and as such I am heavily engaged in the Examination works from now on. As desired by the Government the Commission is required to submit its report by the 15th February, 1980. This naturally implies that the Commission should start its work immediately on full time basis.

In my humble opinion it should be made possible the Member Secretary of the Commission to work on full time basis during the tenure of the Commission. Only then the Commission will be able to submit its report in time. As stated above, due to heavy examination works of this Board at this time it will be too difficult for me to serve the Commission as a Member Secretary. If however Government desires I shall be willing to serve the Commission as a member.

It will be appreciated if Government would consider my request sympathetically.

Yours faithfully,

I. K. SANGMA
Secretary,
Meghalaya Board of School Education,
Tura.

Memo No. MBOSE/SE—19/80/266-67

Dated Tura, the 22nd January, 1980

Copy to:—

1. Prof. R. S. Lyngdoh, C/o. Dr. (Mrs) Kharkongor, Deputy Director of Pasteur Institute, Meghalaya Shillong.
2. The Director of Public Instruction, Meghalaya and Chairman, Meghalaya Board of School Education, Shillong.

Sd/—

(I. K. Sangma)
Secretary,
Meghalaya Board of School Education,
Tura.

GOVERNMENT OF MEGHALAYA
DISTRICT COUNCIL AFFAIRS DEPARTMENT

Orders by the Governor

Notification

Dated Shillong, the 26th February, 1980

No DCA.2/80/15.—In partial modification of this Department's Notification No.DCA.2/80/5, dated 14th January, 1980, the Governor of Meghalaya is pleased also to appoint Shri Plasing Marak as a member of the Commission and Shri B. Sangma, Deputy Director of Public Instruction, as Member-Secretary of the Commission in place of Shri I. K. Sangma who ceases to be the Member-Secretary with immediate effect.

T. CAJEE,

Secretary to the Govt. of Meghalaya,
District Council Affairs Department.

Nemo No.DCA 2/80/15—A,

Dated Shillong, the 26th February, 1980.

Copy to the:—

1. Chief Minister, Meghalaya, Shillong.
2. All Ministers.
3. Chief Secretary to the Govt. of Meghalaya, Shillong.
4. All Secretaries to the Govt. of Meghalaya.
5. Secretary to the Governor. Raj Bhavan, Shillong.
6. Dr. R. S. Lyngdoh, Chairman, Pasteur Hills, Ganesh Das Hospital Road Shillong.
7. Shri A. S. Shylla, Member, Mission Compound, Shillong.
8. Shri I. K. Sangma, Secretary, Meghalaya Board of School Education, Shillong.
9. Shri Plasing Marak, C/O. Deputy Commissioner, West Garo Hills, District, Tura.
10. Shri B. Sangma, Deputy Director of Public Instruction, Meghalaya, Shillong.
11. Chief Executive Member, Garo Hills Autonomous District Council, Tura.
12. Secretary, Executive Committee, Garo Hills District Council, Tura.
13. Executive Member, Garo Hills District Council, Tura.
14. Secretary, Garo Hills District Council, Tura.
15. Deputy Commissioner, East/West Garo Hills District, Tura/Williamnagar and Subdivisional Officer, Baghmara.
16. D. P. I. Meghalaya, Shillong for information [and necessary action.
17. Superintendent, Meghalaya Government Press, Shillong for favour of publication of the above Notification in the Extra Ordinary Gazette of today and arrange supply of 200 spare copies direct to the Secretary, Garo Hills District Council, Tura, 200 copies to this Department and 20 copies to the Under Secretary to the Government of Meghalaya, Law Department, Shillong.

By order, etc.

Sd/-

Under Secretary to the Govt. of Meghalaya,
District Council Affairs Department.

GOVERNMENT OF MEGHALAYA
DISTRICT COUNCIL AFFAIRS DEPARTMENT

Orders by the Governor

Notification

Dated Shillong, the 14th January, 1980

No.DCA.2/80/5.—Whereas the Governor is satisfied that it is expedient to appoint a Commission to enquire and report on the provision of educational facilities with special reference to primary education and matters connected therewith in the Garo Hills Autonomous District.

Now, therefore, the Governor of Meghalaya, in exercise of powers conferred by and under paragraph 14 of the Sixth Schedule to the Constitution, is pleased to appoint a Commission consisting of—

- | | | | | | | | |
|----|-------------------|-----|-----|-----|-----|-----|-------------------|
| 1. | Dr. R. S. Lyngdoh | ... | ... | ... | ... | ... | Chairman. |
| 2. | Shri A. S. Shylla | ... | ... | ... | ... | ... | Member. |
| 3. | Shri I. K. Sangma | ... | ... | ... | ... | ... | Member-Secretary. |

to enquire and report on the provision of educational facilities with special reference to Primary Education and matters connected therewith or incidental thereto provided by the District Council of the Garo Hills Autonomous District.

The Commission will be at liberty to devise its own procedure for its work including collection of information and ascertaining public opinion. The Commission will ordinarily hold its sittings in private.

The Commission will have such staff or officers as may be placed at its disposal by the State Government.

The Commission will make its report to the State Government as soon as may be practicable but not later than the 1st day of March, 1980.

T. CAJEE,
Secretary to the Govt. of Meghalaya,
District Council Affairs Department.

Memo No.DCA.2/80/5—A.

Dated Shillong, the 14th January, 1980.

Copy to the:—

1. Chief Minister, Meghalaya, Shillong
2. All Ministers.
3. Chief Secretary to the Govt. of Meghalaya, Shillong.
4. All Secretaries to the Govt. of Meghalaya.
5. Secretary to the Governor, Raj Bhavan, Shillong.
6. Dr. R. S. Lyngdoh, Chairman.
7. Shri A. S. Shylla, Member.
8. Shri I. K. Sangma, Member-Secretary.
9. Chief Executive Member, Garo Hills Autonomous District Council, Tura.
10. Secretary, Executive Committee, Garo Hills District Council, Tura.
11. Executive Members, Garo Hills District Council, Tura.
12. Secretary, Garo Hills District Council, Tura.
13. Deputy Commissioners, East/West Garo Hills District, Tura/Williamnagar and Subdivisional Officer, Baghinara.
14. D. P. I., Meghalaya, Shillong for information and necessary action.
15. Superintendent, Meghalaya Government Press, Shillong for favour of publication of the above Notification in the Extra Ordinary Gazette of today and arrange supply of 200 spare copies direct to the Secretary, Garo Hills District Council, Tura, 200 copies to this Department and 20 copies to the Under Secretary to the Govt. of Meghalaya, Law Department, Shillong.

By order etc.,

Sd/-
Under Secretary to the Govt. of Meghalaya
District Council Affairs Department.

ORDERS BY THE GOVERNOR

No DCA. 2/80/22

GOVERNMENT OF MEGHALAYA
DISTRICT COUNCIL AFFAIRS DEPARTMENT

Notification

Shillong, February 28, 1980.

Whereas the Governor of Meghalaya has constituted a Commission under Paragraph 14 of the Sixth Schedule to the Constitution *vide* Notification No. DCA. 2/80/5, dated 14th January 1980 read with Notification No. DCA. 2/80/15, dated 26th February 1980 to enquire and report on the provision of educational facilities with special reference to primary education and matters connected therewith in the Garo Hills Autonomous District.

Now, therefore, the Governor of Meghalaya is pleased further to specify the terms and conditions of the said Commission as below:-

- (1) to undertake study of the terms and conditions made at the time when primary education was transferred by the erstwhile Government of Assam to the Garo Hills Autonomous District Council.
- (2) to make a comparative study of the number of different categories of primary schools and the number of teachers (category-wise) at the time of transfer of the management and control of primary education to the Garo Hills District Council and the present number of schools and teachers.
- (3) to find out the reasons of the frequent strikes and dislocation of primary education in Garo Hills.
- (4) to find out whether funds have also been provided by the District Council from their own resources for expansion of primary education.
- (5) to indicate the procedure for payment of salaries to the teachers by the Garo Hills District Council.
- (6) to comment on the rules framed by the District Council for administration of primary education.
- (7) to state the actual amount sanctioned by the Government for salaries of primary school teachers and also for the Inspecting staff including their peons placed under the District Council on deputation and actual disbursement made by the District Council year wise.
- (8) to state whether a Primary Education Board has been constituted by the District Council.
- (9) to ascertain/assess the over all position of primary education under the Garo Hills District Council.
- (10) to examine the possibility of re-taking over of the management and control of the Primary Education by the State Government, and
- (11) any other point(s) that may be considered necessary by the Commission.

Constraint: There is no constraint or limit to the power of the Commission to examine any other matter pertaining to Primary Education in Garo Hills.

T. CAJEE,

Special Secretary to the Government of Meghalaya,
District Council Affairs Department.

Memo no. DCA. 2/80/22-A, Shillong, February 28, 1980.

Copy to the—

1. Chief Minister, Meghalaya, Shillong.
2. All Ministers.
3. Chief Secretary to the Government of Meghalaya, Shillong.
4. All Secretaries to the Government of Meghalaya.
5. Secretary to the Governor, Raj Bhavan, Shillong.
6. Dr. R. S. Lyngdoh, Chairman, Pasteur Hills, Ganesh Das Hospital Road, Shillong.
7. Shri A. S. Shylla, Member, Mission Compound, Shillong.
8. Shri I. K. Sangma, Secretary, Meghalaya Board of School Education, Shillong.
9. Shri Plansing Marak, C/o. Deputy Commissioner, West Garo Hills District, Tura.
10. Shri B. Sangma, Deputy Director of Public Instruction, Meghalaya, Shillong.
11. Chief Executive Members, Garo Hills Autonomous District Council, Tura.
12. Secretary, Executive Committee, Garo Hills District Council, Tura.
13. Executive Member, Garo Hills District Council, Tura.
14. Secretary, Garo Hills District Council, Tura.
15. Deputy Commissioner, East/West Garo Hills District, Tura/Williamnagar and Subdivisional Officer, Baghmara.
16. D. P. I., Meghalaya, Shillong for information and necessary action.
17. Superintendent, Meghalaya Government Press, Shillong for favour of publication of the above Notification in the Extra ordinary Gazette of today and arrange supply of 200 spare copies direct to the Secretary, Garo Hills District Council, Tura, 200 copies to this Department and 20 copies to the Under Secretary to the Government of Meghalaya, Law Department, Shillong.

By order etc.,

Sd/-

Special Secretary to the Government of Meghalaya
District Council Affairs Department.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION, MEGHALAYA,
SHILLONG**Commission on Primary Education in Garo Hills**

NOTICE

The Government of Meghalaya have appointed a Commission to enquire into the provision of educational facilities with special reference to Primary Education and matters connected therewith in the Garo Hills Autonomous District. The Commission has Dr. R. S. Lyngdoh as its Chairman, Shri B. S. Sangma as Member Secretary and Shri A. S. Shylla and Shri P. K. Marak as Members.

The success of the Commission would very much depend on the support and co-operation of the Educationists and public leaders and also persons interested in Education.

All concerned are therefore invited to submit their memoranda relating to Primary Education in Garo Hills Autonomous District in particular and the Primary Education in the State in general, to the undersigned on or before 31st March, 1980 positively. The Commission would like to get proper information and various view points on the following matters—

- (1) A comparative study of the number of different categories of primary schools and the number of teachers (category-wise) at the time of transfer of the management and control of primary education to the Garo Hills District Council and the present number of Schools and teachers.
- (2) The reasons of the frequent strike and dislocation of Primary Education in Garo Hills.
- (3) The relationship between teaching and inspecting staff in the Garo Hills Autonomous District Council.
- (4) Reasons for non-setting up of a Primary Education Board.
- (5) Any other point(s) that may be considered necessary for the Commission.

The Commission will hold public hearing in Tura and Shillong at a date to be notified later on.

(B. S. SANGMA)

Secretary Member,
Commission on Primary Education;
Directorate of Public Instruction,
Meghalaya, Shillong.

Memo No. GPEGH. 1/80/1, Dated Shillong, the———March, 1980.

Copy to:-

1. All India Radio, Shillong for favour of announcement.
2. Director of Information and Public Relation, Shillong for publication in the local English Paper and Garo Paper and Assam Tribune.
3. _____

(All concerned)

By order etc.,

Sd/-
(B. S. SANGMA)
Secretary Member,
Commission on Primary Education,
Directorate of Public Instruction,
Meghalaya, Shillong.

APPENDIX X

(Vide Para 15-2)

LIST OF INDIVIDUALS WHO SUBMIT MEMORANDUM

Name of Person	Date of submission
1. Rev. Fr. John Khonglah, S.D.B. Chairman, A. B. C. E., Archbishop's House, Shillong.	21st March 1980.
2. Ex-C. E. M., U. K. J. Hills District Council and Jaintia Hills District Council.	25th March, 1980.
3. K. W. Monin, Rtd. Western Chandmari, Tura.	26th March, 1980.
4. Swami Gokulananda, Secretary, Ram Krishna Mission Ashrama, Cherrapunjee.	28th March, 1980.
5. A. W. Khonglam, Headmaster, Government High School, Shillong.	31st March, 1980.
6. A. G. Momin, Department of Economic, Tura Government College, Tura.	5th April, 1980.
7. Shri H Livingstone, Principal, Government Normal Training School, Cherrapunjee	22nd April, 1980.
8. Torist Marak, Deputy Director of Public Instruction, Adult Education.	6th May, 1980.
9. S G. Lyngdoh, Executive Member, District Council.	6th May, 1980.

LIST OF ASSOCIATIONS WHO SUBMIT MEMORANDUM

Name of Association	Date of submission of the Memorandum
1. The Khasi Jaintia Welfare Association. ... ..	... ..
2. General Secretary, All India Garo Union HORS., Shillong.	31st March, 1980
3. General Secretary, All Garo Hills Primary School Teachers' Association, Tura.	11th April, 1980.
4. General Secretary, Garo Graduates Union, Tura.	21st April, 1980.
5. All India Garo Union, Garo Hills Regional Centre, Tura. ...	22nd April, 1980.

LIST OF PERSONS WHO APPEARED BEFORE THE COMMISSION

1. Mr. Livingstone, Principal Normal Training School, Cherapunjee.
 2. Shri D. D. Pugh, MLA (Former C. M., Meghalaya)
 3. Shri Akramanzaman, MLA.
 4. Shri C. Nongdu, Executive Member, I/C Education, Jaintia Hills Autonomous District Council.
 5. Smti H. B. Sangma, President of Mother's Union.
 6. Shri J. P. Singh, Deputy Commissioner, West Garo Hills District, Tura.
 7. Shri Jackson Momin.
 8. Mr. Crunden Sangma, MLA.
 9. Mrs. Graciefields Marak, Headmistress, Tura Christian High School.
 10. Vice President, All Garo Hills Primary School Teachers' Association.
 11. Mrs. Premition Momin.
 12. Secretary, Teachers' Association.
 13. Rev. Father P. J. Joseph, Headmaster, Don Bosco Tura.
 14. Shri Jonathan Sangma, Secretary, HSPDP.
 15. Shri Benedict Sangma
 16. Shri Ideaberd Marak
 17. Shri Chamberline
- } Representatives of the Garo Union, Tura.
18. Shri Clifford Marak, Executive Member, I/C Education, Garo Hills Autonomous District Council.
 19. Shri A. G. Momin, Lecturer in Economic, Tura Government College.
 20. Shri Levinson Sangma, Secretary APHLC.
 21. President, All Garo Lower Primary School Teachers' Association, Tura.
 22. Shri Purno A. Sangma, M.P.
 23. Shri Sandford Marak, C. E. M., Autonomous District Council, Garo Hills
 24. Shri Torist Mark, Deputy Director of Public Instruction (Adult Education)
 25. Shri S. G. Lyngdoh, E. M. In-charge Education, Khasi Hills Autonomous District Council.
 26. Shri C. Wolfaug, O. S. D., SCERT.
 27. Shri J. D. Pohrmen. MLA.
 28. Shri M. N. Lahiri, Advocate General,
 29. Shri E. N. Syiem, Director of Accounts and Treasuries and Examiner of Local Accounts.
 30. Shri S. N. Phukan, Law Secretary.
 31. Capt. W. A. Sangma, Chairman, Planning Board.
 32. Shri T. Cajee, Special Secretary to the Government of Meghalaya, District Council Affairs Department.
 33. Shri Edwingson Barch, Ex-Minister.
 34. Smti. Anita Sangma, Deputy Director of Social Welfare, Meghalaya.
 35. Shri J. M. Phira, Director of Public Instruction and Secretary to the Government of Meghalaya, Education, Youth and Sports Department.

