

**REPORT**

**OF**

**THE EDUCATION COMMISSION**

**MEGHALAYA**

**1977**



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**Sub. National Systems Unit,**  
**National Institute of Educational**  
**Planning and Administration**  
1 Anand Bhawan Marg New Delhi-110016  
L.C. No.....  
Date.....

MEGHALAYA EDUCATION COMMISSION  
SHILLONG

Shillong the 19th May, '78

Dr. Chandran D. S. Devanesen  
Chairman

Dear Mr. Chief Minister,

We have much pleasure in submitting to you the Report of the Education Commission set up by the Government of Meghalaya. We are aware of your keen interest in the development of all aspects of education as you have held the portfolio of this important subject as a Minister in the past and continue to do so now thereby giving it added significance.

Though most of the problems we have dealt with are common to the rest of the country we have to bear in mind some of the unique aspects of the way of life and culture of the people of Meghalaya in the manner in which our recommendations are implemented. The educational system envisaged, should have the dual purpose of preserving what is good in the local cultural heritage while at the same time upholding the cherished principle of unity in diversity which provides a solid foundation for the integration of our Nation. We are confident that this beautiful State has much to give and much to gain from fruitful interaction with the rest of the Country.

Education is a fundamental necessity for any form of development. We are sure that the Government of Meghalaya is fully aware of this fact and will do all in its power to implement the Report.

Though we have explained, elsewhere, some of the reasons for the tardiness in submitting this Report we once again apologise for the delay while expressing hope that in spite of it this document will be both helpful and useful for educational planning and development.

With kind regards,

*Yours sincerely,*  
Chandran D. S. Devanesen

Shri D. D. Pugh  
Chief Minister of Meghalaya  
Shillong.



## MEMBERS OF THE EDUCATION COMMISSION

### *Chairman*

1. Dr. Chandran D. S. Devanesen,  
Vice-Chancellor, North-Eastern  
Hill University and Member,  
University Grants Commission.

### *Vice-Chairman*

2. Fr. A. Joseph, S. D/B.,  
Principal, St. Anthony's  
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### *Members*

3. Prof. R. G. Misra,  
Dean (Co-ordination)  
Examination Research Unit,  
National Council of Educational  
Research and Training, New Delhi.
4. Prof. D. S. Rawat, Head of the  
Department of School Education,  
National Council of Educational  
Research and Training, New Delhi.
5. Prof. A. Warjri, Member Legislative  
Assembly, Meghalaya.
6. Shri I. K. Sangma, Deputy  
Director of Public Instruction,  
Meghalaya.
7. Prof. B. M. Pugh, Member Central  
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8. Mrs. Q. Rynjah, Headmistress,  
Pine Mount School, Shillong.
9. Shri C. Wolflang, Officer-on-  
Special Duty, State Council of  
Educational Research and Training,  
Meghalaya.

10. Dr. K. J. Joseph, Reader and  
Head Department of Educational  
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*Member Secretary*

11. Shri V. S. Jafa, I. A. S., 1975 to 1976  
Director of Public Instruction,  
Meghalaya, Shillong.
12. Shri J. Ropmay, A.C.S., November  
Director of Public Instruction, 1976 to 1977  
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*Member Joint Secretary*

13. Miss M.D. Pugh, Special Officer 1976 to 1977  
Historical and Antiquarian  
Studies and Editor District  
Gazetteers, Meghalaya, Shillong

## TERMS OF REFERENCE

1. The Commission will make an inquiry into all aspects, academic administration and financial, of the prevailing system of School Education in Meghalaya with special reference to general education from the Pre-Primary to the Higher Secondary level.

2. The Commission will make recommendations on the implementation of the 10 + 2 schooling system in Meghalaya in all its aspects together with a suitable system for the 2 year post High School Education.

3. The Commission will make a special study of technical education in Meghalaya and the need for introducing vocational education at various levels of schooling, and recommend the manner in which vocational education can best be introduced in Meghalaya.

4. A Notification in January 1977 included college education where implications of + 2 will affect colleges in Meghalaya.





## FOREWORD

Since it has taken more time than we had anticipated to prepare this Report the Commission would like to explain the reasons for what may appear to be undue delay in its presentation.

Firstly, we adopted the democratic approach by trying to involve as many people as possible in identifying the problems and discussing possible solutions along with suggestions for innovation and experiment. Democratic procedures are slow but they do help by involving a number of participants drawn not only from the field of education but from other walks of life. It promotes a feeling that education and educational policies are matters of concern not only to administrators and educationists but to the people as a whole.

Secondly, we did depend to some extent on expertise and consultancy service through the help rendered by the NCERT. We gratefully acknowledge the valuable suggestions and advice given to the Commission by Dr. Misra and Dr. Rawat who came all the way from Delhi to be present with us at several meetings. But keeping in touch with the NCERT in Delhi involved a time factor though it was certainly worthwhile.

Thirdly, the collection of statistical data not easily or readily available also took time and energy as it had to be checked and verified.

We believe we have covered most of the ground in the Report but there is a lot of work still to be done. We have made many suggestions and proposals which may need further study and revision as more data becomes available.

One area of education which requires further thought and study is higher education in the State. The largest number of colleges affiliated to the North-Eastern Hill University are located in Meghalaya. It will be worthwhile to set up another Commission to study collegiate education in depth in collaboration with NEHU since the University's Act stipulates that its headquarters shall be in Shillong.

There is no reason why a small State like Meghalaya should not aim at establishing an outstanding educational system which could even serve as a model for the rest of the region. Just as the small size of Athens did not prevent that city state from becoming the School of Hellas there is no reason why Meghalaya should not become a significant educational centre in the whole country. We hope that our educational policy makers, while owning special responsibility for education in Meghalaya, will also be inspired by a vision of the contribution that this beautiful hill State can make to the nation in the spirit of unity in diversity.

While we worked together as a team we would like to thank Rev. Fr. Joseph for chairing the meetings during the time that the Chairman was ill. Special mention must also be made of the constant assistance rendered by Miss Marion Pugh. We thank all who assisted the Commission in its labours (Vide Appendix B and C) including those who did all the clerical and typing work.

Finally, we would plead for speedy action and implementation of the Report so that the educational system of Meghalaya may keep pace with the socio-economic changes that are needed for the happiness and welfare of the people.

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Corrigendum

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## INTRODUCTION

During the second half of 1970 at a period when Meghalaya had barely emerged as an Autonomous State, the question of setting up a committee or a Commission to study various problems of Education in Meghalaya, was raised in the Legislative Assembly.

The first Education Commission, therefore, came into being in April 1972 with Dr H. C. Bhuyan as Chairman. Briefly, the terms of reference which covered both Elementary Education and Secondary Education, was to examine whether Elementary Education, had developed on proper lines such as to provide a strong, suitable base for education in the State, keeping in view that the National Policy was to strengthen this level of Education. It was also to examine how far the transfer of administration of Primary Schools to the District Councils had improved the standard of Elementary Education ; and to submit recommendations on any problems arising from the above.

On Secondary Education, the Commission was to examine and submit recommendations for rationalisation of education so as to improve the quality of Secondary Education. The terms of reference among others also included points regarding the needs and aspirations of the people, how far the existing system was responsible for unemployment in the State, and the need for a Board of Secondary Education.

The Commission had not, however, made much headway, and during this period the Chairman passed away.

Meanwhile the Department of Education with its skeleton staff in the newly created State, set about organising its Department under the greatly changed context of an embryonic State. It was in keeping with these circumstances that Government wished the Commission's work, findings and recommendations to be such as to help to enable the Government of Meghalaya to bring a change in the mode of the life of the people in keeping with conditions obtaining in the State.

The ground work of the information was to be a comprehensive survey of conditions in Meghalaya to be conducted with the help of the National Council of Educational Research and Training.

The present Education Commission was, therefore, constituted by a Government Notification on 30th June, 1975, with terms of reference laid down by Government.

A questionnaire was sent out to elicit opinions under the broad head of General (such as on the particular problems in school education, measures to achieve higher standards etc.), and on Teacher Training Programmes, Teacher Welfare, and Curriculum.

Two thousand questionnaires were sent out, but only 116 replies were received at the time of tabulation. The tabulation and consolidation of answers was done by the M. Ed. students of the Department of Educational Research and Studies under the direction of the Head of the Department, Dr. K. J. Joseph.

The following outline of the state of education since Independence, points out the need to highlight the problems in our educational endeavour.

Serious consideration to bring education to the populace in Meghalaya as in other parts of the country gained momentum only after Independence. For instance in 1951 just four years after Independence when the country was still in the throes of setting its house in order, the number of literates in Meghalaya was 87003. Of these male literates numbered 57018, and female 29985. The Garo Hills accounted for a total of 17710, of which there were 11767 male and 5943 female literates. In the Khasi, Jaintia Hills there were 45251 male and 24042 female literates. In 1961 out of a total population of 4,62,152, the total number of literates including those of matriculation level and above, was 1,45,748. But in 1975-76 in class A alone of the Primary stage, the number enrolled was 73462, while in the Middle and High School levels the enrolment was 51707.

In 1966-67 the proposed outlay was 907 lakh rupees which included expenditure for General Education, Technical Education and Craftsman's Training and Rural Vocational Training. While in 1975-76 the direct expenditure on school education alone from Pre-Primary to the High School stage



was Rs. 2,30,84,096, excluding amounts disbursed in scholarships.

The number of school level institutions in 1966, almost twenty years after Independence had risen gradually to 1955 Primary Schools, 174 Middle English Schools, and 70 high and Higher Secondary Schools. Ten years later the number of Primary Schools had risen to 3195, Middle English Schools to 387, and High Schools to 147.

Figures notwithstanding, as the chapter on school education will make clear, there are serious problems of wastage, stagnation, number and quality of teachers, the backwardness in our science education and great lack of technical and vocational education. Our administration of education needs to be modernised and systematised. However, to aid the administration in its effort towards the progress of education in keeping with the magnitude of projected development, it is essential to have the support of finance and legislation, in order to realistically achieve our goals.



# DEVELOPMENT AND OBJECTIVES OF EDUCATION IN MEGHALAYA

## 1.1 Historical Background

Meghalaya with its capital at Shillong, is a hilly area, and according to the Census of India 1971, the State has an area of 22,489 square kilometres and a total population of 1,011,699. Today it has a mixed ethnic population consisting of tribals and non-tribals who follow a variety of religious beliefs and who speak several languages.

1.1.1 Meghalaya was granted Autonomous Statehood in 1970, and was carved out of unreorganised Assam. In 1972 it became a full-fledged State.

## 1.2 Development before Independence

Prior to the British period, indigenous "education" in its broadest sense, was prevalent among the Garos, Khasis and Jaintias, who constituted the main population of the area approximating what is now called Meghalaya. In 1866 the British Government constituted the Garo Hills as a separate administrative unit and the headquarters were set up in Tura in 1867. However, since the first decade of the last century the British Government had a policy of indirect participation of the administration till the sixties. In 1833 Khasi Hills came under the control of the British Political Agent and Jaintia Hills in 1835.

1.2.1 Towards the end of 1826 the British Government started a school in Singmari in Garo Hills, but the project failed, as did other attempts made in the following couple of years. Then another British Officer established a school which carried on for several years, but seemingly with small success. In the sixties of the last century, a new influence and education was brought to the Garo Hills by the American Baptist missionaries, whose centre of operation was at Goalpara. As the work advanced in 1878 the missionaries made a settlement in Tura, conversion to Christianity was attended by conversion

to literacy. In 1871 Christians numbered 670 and increased to 5439 in 1901. Nearly half of the Christians of all years were returned as able to read and write.

1.2.2 Apparently up to 1905 the administration of primary education in the Garo Hills was left almost entirely in the hands of the American Baptist Mission. But in 1905 Sir Bamphide Fuller the Chief Commissioner of Assam, ordered the opening of a number of State schools. In 1906 Government manifested further interest by placing the Middle English School at Tura on a grant-in-aid basis, and by the appointment of a Deputy Inspector of Schools to supervise the educational affairs of the district. The establishment of a Garo school for the training of Garo primary teachers was also sanctioned.

1.2.3 For Secondary Education by 1914 there was a Middle English school at Tura, and also on the borders at Mahendraganj.

1.2.4 By 1941 literacy had progressed in the Garo Hills as shown below.

**Garo Hills**

1901			1921			1941		
Per- sons	Male	Fe- male	Per- sons	Male	Fe- male	Per- sons	Male	Fe- male
.99	1.71	.25	2.11	3.48	.69	5.47	8.23	2.65

1.2.5 The story of educational work in Garo Hills seems to have been one of irregular fluctuation and development. One major problem appears to have been the transitory nature of the village, which shifted from site to site along with their shifting cultivation, and the fact that large villages broke up into hamlets. Even if the site of the parent village remained unaltered, yet the fact that a considerable proportion of the villagers lived in fields for several months, would be bound to affect the schooling of minors.

1.2.6 In June 1841, Mr. and Mrs. Thomas Jones arrived in Cherrapunjee Khasi Hills, and in eight months learned enough Khasi to put down the language in the Roman alphabet. Early in 1842 Jones decided to open schools in two or three villages. Some youths had taken instruction under the Jones, and from among these the first teachers for the schools

were obtained. The first Mission School was built at Mawsmai, a village two miles from Cherrapunjee. About the same time a school was opened in Mawmluh, a neighbouring village.

1.2.7 A British Government Officer's report for 1864-65 on education in the Khasi and Jaintia Hills showed that the schools were entirely under the management and control of the Welsh Presbyterian Mission, who had 50 schools established and six in the course of being opened, 53 boys and 3 girls schools. The total number of pupils was 1395, males 1343, females 55. With the total population computed as 1,20,925, the percentage of students was 1.2. The report recorded 130 pupil teachers. English, Bengali and Khasi appeared to be taught in 16 of the schools, English and Khasi appeared to be taught at 4 schools, and Khasi at 36 schools. The teachers seemed to be men of very little qualification and did not leave a favourable impression.

1.2.8 In 1867 the Government of India sanctioned the establishment of a Normal School in the Khasi and Jaintia Hills at Cherrapunjee for training of teachers for the schools in these hills. In 1892 it was reported that the Normal School prepared teachers for the Primary and Middle Schools. In 1899 the Government decided to amalgamate the Normal School section of the Cherrapunjee school with the Government and Mission High School of Shillong.

1.2.9 By 1941 literacy had progressed in the Khasi and Jaintia Hills as shown below:

Khasi Jaintia Hills.	1901			1921			1941		
	Per sons	Male	Fe- male	Per sons	Male	Fe- male	Per sons	Male	Fe- male
	6.72	9.64	4.01	0.05	12.44	5.78	16.15	21.58	10.51

### 1.3 Development after Independence

After Independence came the Plans, and the country felt and realised the urgent need to educate its masses. With this there was some change in the complexion of education. Since the time of composite Assam it was felt that it might be wise to let the District Councils manage elementary education. At the Block level the implementation of the concept of social education sought to bring education to as

many as possible in the villages and specially to the interior. The need to impart a wider, broader, extensive, more varied, and also more practical type of education and training, led to the introduction of craftsman training centres, and to a variety of technical education. Both Government and voluntary agencies attempted to meet the challenge of educating the very young, thus balwadis, creches and nursery schools cropped up, just as night schools sprang up, though at times haphazardly and sporadically, for the adult illiterates, in towns and villages.

1.3.1 In 1951 just a few years after Independence the total number of literates in Meghalaya was 87,003 that is, in Khasi and Jaintia Hills 69,293, and in Garo Hills 17,710. In 1961 the total number of literates in Meghalaya was 207,097, that is in Khasi and Jaintia Hills 145,763 and in Garo Hills 61,334. By 1971 Khasi and Jaintia Hills were separate districts, and the figures are as follows.

	<b>Total Population</b>	<b>Total Literates</b>	<b>Per cent</b>
Garo Hills	4,06,615	95,825	23.58
Khasi Hills	491,209	179,779	36.60
Jaintia Hills	133,875	22,708	19.94

Meghalaya with a population of 10,11,699 has 2,98,312 literates, that is 29.49 per cent.

1.3.2 On the whole after Independence the variety and the numbers of institutions increased, such as Training Institutions for Industrial and Technical Arts and Crafts, Social Adult Educational Institutions, Vocational Institutions etc. The Meghalaya Statistics Department, has numbered 159 institutions excluding Teachers' Training Centres, under the category of schools for Vocational/Professional/Special, other Education which appears impressive enough. Nevertheless there are serious and challenging problems which require attention, which will be discussed in the following chapters.

#### 1.4 Objectives of Education

In the context of life today, the role of education is vital for economic growth and employment, and is most important

as an instrument of change towards progress and development. But education must take cognisance of and be related to the life, needs and aspirations of the people and of the local milieu and conditions.

1.4.1 It is important for the education system, among other things, to be so oriented that students are prepared for employment and able to obtain employment suitable to their interests. Education to be relevant not only to the privileged few but to all, must enhance employment opportunities and, therefore, the educational programme must be linked to productivity. However, if there is a large illiterate populace, education cannot be very relevant to all. The universalisation of literacy and their spreading of literacy as quickly as possible is, therefore, of top priority, as our literacy rate is still only 29.49 per cent (1971 census figures).

1.4.2 Science and Science-based technology are important for the modernization of agricultural activities and the development of both agro and non-agro based industry in Meghalaya. The study of science leading to technological knowledge, skills and employment potentials is very important for the economic and technological progress in Meghalaya, and needs to be organised dynamically. Our objective should be modernised in terms of use of new technology for exploitation of our natural resources. Our varied traditional way of life, and at times our close knit societies, resulting in lack of interaction need not as a corollary, hamper the growth of our scientific and technological outlook, and effective social living.

1.4.3 It must be stressed that the natural resources and potentialities in the State are great, for the area is fortunate in its abundant rainfalls and waterfalls. It is rich in its flora, fauna and exportable products, such as pineapples, oranges, bananas, bay leaf, cinnamon, to name a few. Besides other agricultural crops and forest produce for local and outside consumption, it has plants with important and exotic medicinal properties. Meghalaya also has coal, limestone, silimanite and rocks of various types, suitable for construction purposes, but these have not been harnessed judiciously to create a more satisfying and abundant life for the people.

1.4.4 A healthy and practical attitude to work, and the dignity of labour which has been the tradition of a major part of the local people, should not be allowed to be lost.

Every effort has to be made to nurse this attitude back among the people. Vocationalisation and work experience are programmes in education which could help to cultivate these attitudes and also bring to the masses who are being educated, the opportunity to reach goals for work and employment at an early stage, and one satisfying their particular aptitudes.

1.4.5 The impact of urbanisation has not been strong. The rural areas with lands still under jhuming type of cultivation are rather under-developed, and Shillong the capital is practically the only urban centre, with schools and colleges concentrated there. Tura and Jowai towns have only recently begun to develop their urban amenities, and schools and colleges in these two towns vis-a-vis Shillong, reflect this situation. Adequate communication between these centres had not been developed and it is only since Meghalaya became a full-fledged State that road communications connecting these three towns and other areas of the Garo, Khasi and Jaintia Hills are being developed. In the hilly terrain, good convenient and fast communication are essential throughout the State to link all the Districts and Subdivisions, if there is to be educational and all round progress.

1.4.6 Urbanisation leads to an open mind and secularism with respect and understanding for all religious beliefs and cultural differences, and to an open yet critical appreciation of the advantages and disadvantages of science and technology. However, the effective impact of urbanisation is practically limited to Shillong and its hinterland. It must be stressed that without easy communication interlinking the different areas, in the State, there cannot be the needed flow of education and ideas to bring balanced progress throughout the State.

1.4.7 A special objective should be to take into consideration the potential and special wealth of human resources in Meghalaya, and that of its natural resources, and develop these for a more abundant life for its people. Local human talents should be encouraged and nurtured both for the individual and the social good.



# PROBLEMS OF SCHOOL EDUCATION IN MEGHALAYA

## PRE-PRIMARY EDUCATION

### 2.1. Problems Common with the Rest of the Country

The need and importance of Pre-Primary Education is universally recognised. It frees the family members from day-long care of the child and is also an arrangement to socialise the child and to prepare it for formal education. It is very important for if the age of admission in the formal school system is 6 + the child gets at least 2 years for Pre-Primary Education.

2.1.1 Both rural and urban areas require facilities for this stage of education, but since in more developed parts of the country, rural areas tend to lose out, the importance of giving facilities to rural areas must be stressed.

### 2.2 Problems Typical of Meghalaya

Pre-Primary Education is a very important stage of education, and its growth in Meghalaya has been practically independent of rules and regulations, for Voluntary Agencies seem to have arrogated to themselves the task of establishing and running institutions for Pre-Primary Education. There are no prescribed, regulated pay scales for teachers under this category, and no standardisation of syllabi, norm of admission, or of fees etc. Pre-Primary Schools in the State consist of types such as Montessori Schools, kindergartens, balwadis and hybrids of these types. That most of these schools are popular, definitely indicates that there is a great need for schools for children below the age of five.

2.2.1 The Department of Education does, however give grants to Pre-Primary institutions for maintenance of teachers and non-recurring grants for buildings, furniture etc. In 1976-77 grants were distributed as follows :—

Khasi Hills	Total	<del>164</del> Schools	Rs.1,26,650
Jaintia Hills	"	25 "	Rs. 15,600
Garro Hills	"	87 "	Rs. 65,070

2.2.2 The usual conditions of the Department of Education for giving grants-in-aid to Pre-Primary Schools are given below :—

(1) The Deputy Inspector of Schools is to give permission for opening schools, and recognition.

(2) The Deputy Inspector of Schools is to send the recommendation/proposal for grant-in-aid.

(3) There should be a duly constituted Managing Committee.

2.2.3 Government has not yet taken any firm steps to control or run Pre-Primary Schools. Nor are there any training facilities for training teachers to teach children of this stage of schooling. It is recommended that Pre-Primary education may largely remain in the private sector, with Government aid being used as an incentive. However, there is an immediate need for training schools and model institutions which Government may provide. It should be made necessary for institutions to employ trained teachers as and when available. Arrangement may be made to see that maximum standards are maintained.

#### **PRIMARY EDUCATION**

##### **2.3 Problems Common with the Rest of the Country**

Primary Education in Meghalaya is free. It is the first level of Education and the common goal of this level is universalisation.

2.3.1 The result of the 3rd All India Survey, shows that provision for school education is not adequate. Efforts should be directed not only towards establishing schools in unserved rural areas, but also towards consolidation and strengthening of institutions.

2.3.2 The point to be emphasised regarding Primary Education are that serious attempts may be made for provision of universal education by establishing a network of Primary Schools within easy reach of every school going child.

2.3.3 Efforts are also needed to provide accommodation and facilities in schools. In this connection the State Department may perhaps draw up a list of minimum essential requirements for the existing institutions as also for new institutions, to be satisfied if they are to be recognised.

2.3.4 Standardisation of Primary Education needs to be stressed, since this stage of education is the foundation for the rest of education. It is therefore necessary to see that the machinery for administering this part of education is sound and strong.

## 2.4 Problems Typical of Meghalaya

Although Primary Education is free, in Meghalaya however, because of the topographical constraints, not all the eligible children of this age group are in schools. In reality standard primary schooling is available mainly in District Head Quarters and in Shillong, but in rural areas a large fraction of the pupils are in schools which have shorter working days and less facilities. The rate of drop-outs and the repeater's percentage is high and the quality of education low.

2.4.1 In the 4841 habitations in the State, the distance at which Primary schooling facilities are available is as follows :—

### 2.4.2 Distribution of Habitation According to the Accessibility of Primary Education

#### HABITATIONS

#### Neighbouring Habitation

	Within own habitation	Within 05 Km	06-1 Km	1.1-5 Km	1.6-2 Km	2-Km	Total
Khasi	1192	23	44	5	41	594	1899
Jaintia	284	19	2	1	2	102	410
Garo	1316	152	253	94	178	539	2532
Total for the State	2792	194	299	100	221	1235	4841

2.4.3 The figures above as given in the Third All India Educational Survey show that in the case of 12.45 of the population Primary schools are available only beyond a distance of 2 Kms. However, what needs to be highlighted is that it is not the fact of the distance, that makes a school inaccessible, but that of the terrain, which makes the whole difference. A river or a deep gorge can make it well nigh impossible to reach a school, especially for Primary school age children.

2.4.4 The parents in the interior have an ambivalent attitude since they are neither against sending the children to school nor do they compel their children to attend schools. This is perhaps due to the fact that the education they receive is not relevant in terms of their environment or because the need is not apparent or felt.

2.4.5 In Meghalaya, District Councils manage Primary schools, other than those within the Shillong Municipality, Cantonment area etc. Primary Education however, suffers from ~~such~~ conditions as, single teacher schools not having teachers trained in multiple class teaching, pay scales of teachers are not uniform or standardised, resulting in what may seem as a haphazard payment of teachers within the same school. The problems of salaries may arise because of the unsystematic methods of grants and allocations of grant-in-aid by the District Council. Teachers suffer due to lack of service conditions. This also acts as a handicap for administration. The District Councils' administrative machinery seems not to be adequate enough to operate effectively, and the management and operation of the schools unsatisfactory.

2.4.6 Schools in the rural areas lose out by having much shorter working hours, which condition prevails because teachers are unable to spend the required time due to such local social milieu requirements of market days, social duties during deaths, marriages, etc. Or because in some cases teachers have to travel long distances to reach their schools.

2.4.7 Supervision and Inspection is most inadequate, which adversely affects the quality and quantity of teaching.

2.4.8 In Garo Hills, a very special problem arises from the cultural situation where whole villages frequently move

because of their method of shifting cultivation, to new areas. The setting up of schools in Garo Hills in the interior has to take this cultural situation into consideration, and to formulate some scheme with imagination, like schools with hostels or centrally located schools to which children are brought by buses.

2.4.9 A problem which will be discussed under the chapter on Schools and Enrolment is that of the very large number of drop outs from class A to B in the Primary Stage and of the smaller numbers of drop outs in the later stages up to class III. The degree of wastage and stagnation is also very large. Other problems which riddle this stage of school education are the dearth of trained teachers, the low level and quality of education of those who teach in Primary Schools, the great lack of inspection and supervision which is needed to raise the quality of teaching, the unsatisfactory state of affairs regarding salaries and regularity of payment to teachers, lack of service conditions, the inadequacy of administration, and the need for effective rules and regulations in administration, finance etc. These problems are discussed in greater detail in the relevant chapters.

## MIDDLE AND HIGH SCHOOL EDUCATION

### 2.5 Problems Common with the Rest of the Country

As in some parts of the country, where there is a lack of good and standard school buildings, play ground facilities, teaching aids, so too in Meghalaya these problems exist, except that they are more acute in this area. Serious thought needs to be given to providing adequate building facilities, which need not necessarily be expensive, but which could be suitable and in keeping with the locale and environment of this area. Arrangement also needs to be made for playgrounds.

2.5.1 The problem of teaching languages exists here as it does in other parts of the country. Although the teaching of science and mathematics may be a problem in other parts of the country, this remains a very knotty problem here. Teaching aids, and better teaching methods and especially trained teachers would be needed for realistically coping with the problem of teaching languages, science and mathematics.

2.5.2 The problem of unplanned prosecution of studies without any specific goals is perhaps more serious and acute in Meghalaya. There is a need for a very serious effort to channelise the studies towards a specific goal and a career or vocation. The existing facilities for vocational guidance needs to be strengthened, broadened, and its efforts spread out to the rural areas, where the lack of guidance is very great and needed urgently.

2.5.3 The dearth and often the complete lack of school libraries, especially in the rural areas is a great lacuna in our schools. Wherever there are school libraries these need to be modernised and the collection of books expanded to cover a wider variety of subjects. They should be made attractive in order to entice the students and the staff to become library minded.

## MIDDLE AND HIGH SCHOOL

### 2.6 Problems Typical of Meghalaya

Both in the case of Middle English Schools, and High Schools there has been a tendency for the unplanned growth in the number of schools. In the Middle English School stage there has been a mushroom growth of sub-standard schools all seeking government grants, which are run and managed by local organisations, religious organisations or other private bodies. A number of such schools are started without any prior permission from the authorities. Thus the conditions for starting such schools are not always suitable.

2.6.1 In the High School sector too there is an unplanned and unsystematic increase of schools.

2.6.2 What actually occurs is that many of the Middle English Schools start High School classes without the permission of the authorities. In the absence of specific rules and norms these schools go ahead first and then seek permission later.

2.6.3 On the other hand some schools which have already received permission or recognition for sometime are nevertheless still unable to attain any standard whatsoever, for reasons such as shortage of qualified teachers, insufficient teaching aids, insufficient class rooms, low pay scale and so on. Then there are cases and times when norms are not strictly followed as prescribed in the sanction of maintenance grants.

2.6.4 The unplanned growth of schools adversely affects and leads to such problems as low standard of education, poor quality of teachers and teaching, a relative absence of teaching aids, shabby and inadequate buildings and equipment, which in turn helps to produce a sense of frustration, especially among teachers of schools in the private sector.

2.6.5 On the other hand it must however be stressed that there are still areas where schools are sadly lacking.

2.6.6. The very great shortage of trained teachers is a very serious defect in the school system. The figures below highlight the position.

<b>Middle English Category</b>	<b>No. of Teachers</b>	<b>Percentage</b>
Trained	314	19.3%
Untrained	1309	80.7%
<b>Total</b>	<b>1623</b>	
<b>High School</b>		
Trained	321	32.9%
Untrained	653	67.1%
<b>Total</b>	<b>974</b>	

2.6.7 The overall calculation clearly shows that in the 147 High Schools in the State, there are 974 teachers, the majority of whom are untrained. The figures of untrained teachers for the Middle English School section is even more dismal.

2.6.8 In-Service Training for teachers is also lacking and hardly any attempts are made to familiarise them with the latest techniques and methods of teaching.

2.6.9. This situation outlined above obviously would affect the quality of education received by students.

2.6.10 The whole question of Adhoc-grants-in-aid especially in Middle English Schools and the concomitant problem of poor and or irregular salaries to teachers, creates difficulties for the management. This makes it difficult to attract trained

and qualified teachers. And in the event of qualified teachers joining such schools they stay but briefly.

2.6.11 It has been pointed out that occasionally monthly grants-in-aid to schools are sanctioned after a lapse of over six months.

2.6.12 A somewhat allied problem is that of private schools. A large part of the woes of the private schools which are said to be mismanaged institutions are those under the charge of Managing Committees, who also must await grants. It has been indicated that managements do not always manage to cope with the problems. At times the Headmasters are not appointed as Secretary of the school, thus causing administrative and other difficulties.

2.6.13 In some cases the low level of the inefficient organisation of High Schools has tended to lower the standards of education meted out to the pupils. While Heads of Institution of Middle English Schools who are expected to administer the schools are handicapped, because there are not the necessary administrative guidelines to aid them. Unequivocally worded guidelines, rules and regulations for the proper and effective management and supervision of institutions are, therefore, very necessary.

2.6.14 Although some of the problems of teaching languages, science and mathematics have been mentioned under problems which are common with other parts of the country, yet these are so vital for Meghalaya, and are in some cases rather conspicuous by their absence so that these particular shortcomings need to be highlighted here again. For example, the teaching of science in the Middle English Schools is so negligible, it is almost absent. In the High Schools, the teaching of subjects such as Mathematics, English and Science which are important subjects is far from satisfactory. The table, Percentage of Failure in Four Subjects, worked out from the matriculation result is revealing. See Appendix Table 2.1. Most of the schools, especially those in the rural areas, suffer from the lack of qualified and trained teachers in these subjects. This has accentuated the problem of deteriorating standards as it hinders the development of the pupils' capacity to speedily solve the ordinary numerical and geometrical problems. The students thus do not get a firm foundation in this important subject.



2.6.15 At the High School, science is taught as a compulsory subject up to Class VIII and as an optional in Classes IX and X. However, science is taught in a classroom like any other subject without any demonstration or any laboratory. This state of affairs is due to the lack of qualified teachers to teach and to guide, and the absence of science laboratories.

2.6.16 The teaching of Hindi, including the methods, need to be improved. This would be in the interest of national integration.

2.6.17 Both for the Middle English Schools and the High Schools, some of the syllabi and text books are outdated, and no longer suitable in the present context. There has been no change or revision in the curriculum.

2.6.18 For both the Middle English and the High School levels, extra-curricular activities are either not conducted at all or else very indifferently. Hostels and equipment for schools are also far from adequate.

2.6.19 In the interior the working hours and days fall short of the expected time, due to the absence of teachers for various reasons. It must be mentioned that teachers' salaries, for most categories of schools are normally very low.

2.6.20 Stagnation and wastage at all levels and in most schools is fairly large. In some instances especially in the interior, they are due to non-availability of text books, lack of school furniture, etc. It must be pointed out that many schools lack basic amenities such as drinking water and toilets.

2.6.21 Finally what requires stress is the major problem of the very great absence of adequate supervision and inspection. The interior areas are the greatest sufferers in this respect.

2.6.22 The Inspector of Schools has no subject supervisors or specialised personnel and is expected to handle all that himself. Consequently, one cannot expect effective supervision in all subjects. The supervisory system too is loose. The fact that Sub-Inspector of Schools get a fixed T. A. per month regardless of whether they inspect the school or not, may need to be examined.

## SCHOOLS AND ENROLMENT

3.1 School education in Meghalaya normally starts at 5 and consists of a Primary stage. The structure of which comprises of classes A, B, I, II, and III. The Middle English Stage consists of classes IV, V, VI, and the High School Stage of classes VII, VIII, IX and X.

### 3.1.1 Number of schools :

The stage-wise number of schools and their area-wise distribution in the State is given in the table below :

**Distribution of Schools in Meghalaya (75-76)**

	Khasi Hills	Jaintia Hills	Garo Hills	Total
Primary	1,320	334	1,491	3,145
Middle	214	40	133	387
High	78	9	60	147
Total	1,612	383	1,684	3,678
Population	4,91,209	1,13,875	4,06,615	

3.1.2 The schools in the State are run either by State Government, the District Councils or by Private Agencies. The distribution of schools according to management is as follows: —

**Distribution of Schools According to Management (75-76)**

	Government	Deficit	Aided	Total
High	9	25	113	147
Middle	45	26	316	387

The Deficit and Aided Schools are managed privately under the guidance of Managing Committees. The number of Government Schools are comparatively few.

3.1.3 The Middle English section is established either independently or amalgamated with the High School Section under one administration. Students studying in independent Middle English Schools have to appear in a public examination, called the Middle English Leaving Certificate Examination conducted by the Deputy Inspector of Schools of the respective Districts. But students studying in the amalgamated High Schools do not have to appear in the Public Examinations.

3.1.4 Number of Institutions in Districts as on 1975-76 According to Management.

District	Government	Deficit	Aided	Total
Khasi Hills East & West	21	11	182	214
Jaintia Hills	10	3	27	40
Garo Hills	14	12	107	133
Total	45	26	316	387

3.1.5 The High School Stage very definitely falls under the jurisdiction of the Inspector of Schools. Of all the three stages, the High School Stage has the least number of institutions. In 1975-76, there were 147 High Schools in the State. The management of these institutions are specifically classified into the same groups as in the case of Middle English Schools.

### 3.1.6 Types of Institutions in the Districts by Management

Category	District	Govt.	Deficit	Aided	Total
High School	Khasi East and West	4	18	56	78
High School	Jaintia	2	1	6	9
High School	Garo	3	6	50	60
	Total	9	25	113	147

3.1.7 Students at the High School level have to appear in the public examination called the High School Leaving Certificate Examination which is conducted by the Meghalaya Board of School Education, and which is the compulsory public examination for all wishing to complete their High School level course,

3.1.8 However some students studying in the Higher Secondary Education have to appear in the Higher Secondary School Leaving Certificate Examination, and not in the High School Leaving Certificate Examination. It should however, be noted that the Higher School System of Education now no longer operates in Meghalaya.

3.1.9 As it is today, students passing the High School Leaving Certificate Examination are allowed to take up the two years Course in the Pre-University Class, while those passing the Higher Secondary School Examination are eligible to join the second year in the University course.

### 3.2 Provision of Schooling Facilities

The Third All India Educational Survey indicates the following facilities in the State, available for schooling. For Middle English education, the figures below give a picture of the accessibility of education.

### 3.2.1 Distribution of Population According to Accessibility of Middle School Education

Within habitation	Within 1.Km	Within 1.1-2 Km	Within 2.1-3 Km	Within 3.1-4 Km	Within 4.1-5 Km	Within 5+Km	
Percentage of population							
Khasi	20.20	1.58	3.81	1.71	1.93	4.62	66.15
Jaintia	16.22	5.77	3.07	3.29	3.68	0.51	67.45
Garó	10.15	1.19	8.65	9.23	5.66	6.93	50.18
Total	15.20	5.50	5.92	5.29	3.82	5.20	59.07

3.2.2 The situation indicated in the table above is discouraging and very unsatisfactory, because a very large number do not have access to Middle English School educational facilities within 5 km of their residence.

3.2.3 The figures for High School educational facilities are also discouraging, as can be seen from the figures given below.

### Distribution of Population According to Availability of High School Education Facilities

Within own habitation	Within 1 Km.	1.1-2 Km.	2.1-3 Km.	3.1-4 Km.	4.1-5 Km.	5+Km	
Percentage of Population							
Khasi	6.38	1.33	2.46	1.59	0.38	2.25	85.60
Jaintia	4.80	1.00	2.91	0.78	1.56	—	88.94
Garó	4.63	5.36	6.21	6.62	3.30	3.42	70.45
Total	5.41	3.11	4.21	3.78	1.84	2.53	79.12

3.2.4 The following figures give the distribution of Primary, Middle and High Schools, according to total enrolment in them.

a) **Distribution of Primary Schools According to Number of Pupils Enrolled (1973)**

<b>Enrolment</b>	<b>No. of Schools</b>
Below 10	12
11 — 20	208
21 — 30	643
31 — 40	564
41 — 50	423
51 — 60	324
61 — 70	216
71 — 80	132
81 — 90	90
91 — 100	58
101 — 200	145
201 to 400	27
	<u>2882</u>

b) **Distribution of Primary Schools According to Number of Pupils Enrolled (1973)**

<b>Enrolment</b>	<b>No. of Schools</b>
Below 20	7.51
21 — 40	25.26
41 — 60	15.36
61 — 80	14.33
81 — 100	10.92
100 — 200	23.21
201 — 560	3.40

c) **Distribution of High Schools According to Number of Pupils Enrolled (1973)**

<b>Enrolment</b>	<b>No. of Schools</b>
Below 40	6
41 — 80	24
81 — 120	25
121 — 160	13
161 — 200	7
201 — 400	29
401 to 800	24

### 3.3 Enrolment

Some of the major problems in Meghalaya School Education may be indicated as, universal provision for education, universal enrolment of the school going age group, universal retention, and of course improvement of quality. The available provision of schooling facilities have already been noted above and elsewhere.

3.3.1 Concerning enrolment, the figures in the chart, Class-wise Enrolment for 1971-72 to 75-76, points out the very large number of drop outs in the Primary Stage, especially the phenomenally large number of drop outs from class A to class B.

**Class-wise Primary Stage Enrolment 1971-72 to 1975-76**  
(figures in the brackets are girls)

Year	A	B	I	II	III
1971-72	62806 (30434)	34841 (16943)	25437 (12192)	20721 (9806)	13056 (5968)
1972-73	67051 (32010)	35963 (17303)	24516 (11501)	19874 (9134)	12657 (5856)
1973-74	70002 (33394)	37659 (17908)	26483 (12558)	20907 (9710)	13646 (6386)
1974-75	70913 (33428)	38398 (17941)	27253 (12793)	21508 (2757)	14180 (6455)
1975-76	76062 (36266)	40225 (19356)	26851 (12605)	21761 (10044)	14693 (6675)

3.3.2 A major malady in our school system is the high rate of wastage and stagnation. A comprehensive survey of this factor has not been undertaken. However, some of the sample studies indicate the extremely high rate of wastage and stagnation.

3.3.3 As the figures for the Primary School Section indicate in the table above, at a rough estimate the student population drops by about 50 per cent from class A to class B. However, thereafter also there is a steady decrease in enrolment up to class X as can be seen from the chart given below.

**Class wise Middle and High School Stage Enrolment  
1971-72 to 75-76**

IV	V	VI	VII	VIII	IX	X
8613 (3726)	7624 (3283)	6561 (2922)	4753 (1833)	4352 (1707)	3560 (1297)	2850 (1056)
9374 (3933)	7685 (3445)	6683 (2946)	5763 (2482)	4698 (1870)	4354 (1667)	3107 (1088)
9886 (3967)	8177 (3278)	7243 (3089)	5867 (2570)	5037 (2085)	4255 (1757)	3280 (1237)
11313 (5244)	9960 (4475)	8251 (3604)	5970 (2658)	5272 (2228)	4494 (1866)	3395 (1266)
11754 (5311)	10308 (4555)	8623 (3909)	6263 (2686)	5214 (2218)	4588 (1915)	3458 (1305)

3.3.4 The progressive reduction in the number of each cohort of pupils as they passed through the different educational levels of the system is more clearly indicated in the table below.

**3.3.5 Progressive Reduction from Different Cohorts of  
Pupils 71-72 to 75-76**

		71-72	72-73	73-74	74-75	75-76	
Primary	A	100	57 100	42 56 100	34 41 53 100	23 32 38 57	
	B	100	70	60	41	34	
	I	100	78	54	44	71	
	II	100	61	48	48	42	
	III	100	72	63	63	48	
	IV	100	89	84	69	61	
	V	100	88	77	69	60	
	Middle	VI	100	88	77	68	53
		VII	100	99	92	71	
		VIII	100	78	75		
High	IX	100	87				
	X	100	87				
	X	100					



3.3.6 In 1975-76, the Primary Stage had the largest number of student enrolment, numbering 1,79,592. The next highest enrolment was in the Middle English Stage at 1,30,685, with the lowest enrolment in the High School Stage at 19,523.

3.3.7 The high rate of enrolment in the Primary Section who are supposed to be the age group 6-11 years is high, because in fact both students below the age of 6 and above the age of 11 years are also enrolled in the Primary Section. This fact bloats the enrolment percentage of the Primary Section, who normally should have consisted only of children of age 6-11 years. Thus, for instance, the All India figures for 1975-76 show that 76.7% of the students are in the Primary Section who are supposed to be in the age group of 6-11 years, but the All India Report states that 23.88% of such student sare in the age group of less than five years and more than 11 years, hence the actual number of those within the 6-11 age group would be only 52 per cent.

3.3.8 Therefore though the percentage of Meghalaya appears to be high at 92.57%, yet in fact it is deceptive as a sizable percentage of them are outside the age group of 6-11 years.

3.3.9 It is revealing to note that according to the 3rd All India Educational Survey (1973-74) the actual percentage of enrolment between the age group from 6-11 years is in fact as low as 42.7%.

3.3.10 Enrolment in 'A' in Class 1971-72 was 62806 and in 75-76 it was 76062. Thus after 5 years the enrolment in Class 'A' had jumped by 13256. It is interesting that in 1971-72 the number of boys enrolled was 32372, and the number of girls 30434. In 75-76 the enrolment of boys numbered 39796, and that of girls 36266. More girls than boys enrolled in the earlier period, but the position reversed in 1975-76.

3.3.11 Nevertheless despite the increasing enrolment figures, what has to be emphasised is the drop-out and stagnation at the Primary level. Out of the total number of 62806 students in Class 'A' in 71-72 who should have proceeded to Class III in 75-76, there were in fact, only 14693 students in Class III in 75-76. Thus only about 21 per cent of the students enrolled in Class 'A' proceeded to Class III.

3.3.12 That wastage/stagnation is as high as 80 per cent clearly indicates that very serious thought has to be given and that this needs to be rectified. The clues to the problems may be found in the situation that prevails in our institutions, of which some problems have been discussed elsewhere. A number of villages have 2 to 3 Primary Schools established and managed by different organisations, leading to very low enrolment in some institutions. On the other hand some villages have no Primary Schools at all.

### **3.4 Universal Enrolment**

According to statistics (1975-76), only the Middle School enrolment ratio is less than the All India average. However, it can be seen that a large number of those enrolled are from outside the corresponding age groups. A large number of children at all the three stages are not enrolled also. One of the major tasks in Meghalaya education is to increase the enrolment at all the three stages. This problem is of special significance for the Primary Stage. Some of the factors resulting in poor enrolment, particularly at the Primary Stage, may be the following:—

#### **3.4.1 Parental attitudes**

In many cases the lukewarm attitude of parents and lack of persuasion to send children to school, result in poor enrolment.

#### **3.4.2 Non-availability of schools**

Schools are not always necessarily available within easy walking distance of their residence.

#### **3.4.3 Irrelevant curriculum**

In a number of cases the children may find the school curriculum too formal, bookish, uninteresting and un-related to the needs of life as they experience life and perceive its development.

#### **3.4.4 Poor conditions of schools**

The accommodation facilities and other amenities provided in the schools do not always make them interesting, attractive or tolerable places where children would enjoy learning.

### **3.4.5 Rigidity of schools**

In the matter of working time and working days, the formal system of schooling does not show enough flexibility to adjust to the needs of the rural community.

### **3.4.6 Shifting population**

In a fairly large area in Meghalaya, particularly in Garo Hills, the shifting of population due to the jhuming cultivation makes it difficult to provide permanent educational facilities.

### **3.4.7 Poor teaching**

The majority of the teachers are untrained and are not qualified to teach. Poor teaching results in poor learning, failure and drop-outs.

### **3.4.8 Lack of guidance or help for pupils**

Most of the children come from families with a poor environment of learning and illiterate parents. The chances of getting non-formal education are very limited as are the chances of getting any help from other sources.

### **3.4.9 Indifferent work**

In many of the schools in the interior, schools function in a very irregular fashion and in the absence of proper supervision, it is not possible to ensure quality of the work or to improve it.

## CURRICULUM AND EVALUATION

### 4.1 Need for Revision of School Curriculum

One of the most important tasks in evolving a proper system of school education suited to our needs, and aspirations is the development of an appropriate school curriculum. This is a national problem which has engaged the attention of educationists all over the country.

4.1.1 That the existing curriculum is neither attuned to the needs and aspirations of the people nor effective in meeting the problems of society has been pointed out by numerous expert bodies on education. Even though the role of school curriculum as an instrument of social and economic change was recognised, the curriculum of the imperial days continued with only marginal changes. In responding to the emerging needs, the curriculum has also to take into account the changing role of the school in the context of the knowledge explosion and the communications revolution. Changing emphasis from quantum of knowledge given to the mastery over the tools and techniques of acquiring knowledge has also to be reflected in the new curriculum. The current emphasis on continuing and life long education also have implications on the school curriculum.

### 4.2 Some Salient Features of the Suggested New School Curriculum

#### 4.2.1 Greater flexibility

Considering the variety and diversity of our country and the differences in the background of the learners the new curriculum is built on the principle of maximum flexibility within a frame work of accepted principle and values.

#### 4.2.2 Relationship to the life, needs and aspirations of the people

To transfer education into an instrument of social changes, the curriculum has to be related to the life, needs, and aspirations of the people.

### 4.2.3 Teaching of Science and Mathematics

The learning of science and mathematics is necessary for productivity as well as for developing of a rational outlook. These subjects should therefore be taught throughout the school stage.

### 4.2.4 Introduction of work experience

Work experience should be provided which would be oriented to the application of science, technology, and to the productive process, such that it will give the opportunity to learn from the use of hands. It should also give an insight into organised productive work and create an attitude of respect for work and accomplishment of tasks.

4.2.5 Some of the other important features of the curriculum are, relating education to life and work, developing concern for social justice and democratic values, effective implementation of the three language formula, provision for systematic physical education, special attention to character building and value development, provision for multiple entry, introduction of the semester system, unit method of teaching, and the establishment of a comprehensive evaluation system.

## 4.3 Subject Wise Objectives of Different Levels

The NCERT document has spelled out the objectives of teaching different subjects at each of the three levels. This should provide the guidelines for selecting the course content for various subjects.

## 4.4 Methodology of Teaching

In the methods of teaching, some far reaching suggestions are made in the new curriculum.

4.4.1 Emphasis on learning objectives, learning situations, learning activities and the learning outcome.

4.4.2 A less dominating role for teachers and more initiative for children.

4.4.3 Greater emphasis on experience as the basis of learning.

4.4.4 Importance of motivating and stimulating the children to learn, emphasis on self-learning.

4.4.5 Attention to readiness to learn.

4.4.6 Relating learning to actual needs of life.

#### 4.5 The Evaluation System

The present examination system should give way to a comprehensive evaluation system based on achievement of learning objectives, as evident by outcomes measured by what has been learned and absorbed. Evaluation should cover the different objectives and the entire learning system. It should use a variety of tools and techniques and it should also be continuous and comprehensive.

4.5.1 At the primary stage no rigid system and evaluation is necessary. Evaluation should be integrated with the process of learning itself. The pass and fail classification would go. Written examinations could be introduced from the Middle stage onwards. Letter grading would substitute marks, and the cumulative assessment should be put on record. The external public examination at the end of the 10 years also should be abolished.

#### 4.6 Curriculum for Meghalaya Schools

In the new pattern class X is likely to become the terminal stage of education for a good number of children. So the curriculum for Class VIII to X would be designed and objectives of this stage set in such a manner, that a student completing this stage would have completed a cycle of education in terms of knowledge, skills etc. See Chart 4.2 in Appendix.

4.7 The following recommendations were made regarding curriculum.

##### 4.7.1 Medium of instruction

In general the medium of instruction could be English and the local languages.

*Class I to IV* Mother tongue may be used as medium of instruction. Attention has to be given to the use of English equivalents particularly in the teaching of Science and Mathematics.

*Class V to VII* Mother tongue may be continued as medium but with increasing use of English to make medium of instruction more or less bilingual.

*Class VIII - X* English should be the medium of instruction.

The suggestion made above shall not stand in the way of minority institutions and special institutions having other languages as medium.

#### 4.7.2 Study of languages

*Mother tongue* which is the medium of instruction in Class I - VII will continue as a subject. English will be introduced from Class III, thus medium of instruction would be practically bilingual up to class VII. From Class VIII English could become the sole medium of instruction.

(In this case also minority and special institutions may be given freedom to have other languages as medium of instruction).

*Third language* which may be Hindi, may be introduced from Class V onwards. After Class VII much stress may not normally be able to be given to third language. However, special attention needs to be paid to the study of Hindi, especially for purpose of national integration.

#### 4.7.3 Environmental Studies

Mathematics will have to be introduced from Class I. In Science, children should try to understand the scientific explanation of the natural phenomena from the Primary stage itself. Mathematics and Science will continue with increasing weightage till the end of the 10 years course.

#### 4.7.4 Study of Social Sciences

The social sciences like Geography, History and Economics will first be presented in the form of environmental studies with the immediate objectives of explaining the social environ-

ment to the children. As they progress in the school, science will get differentiated into social and physical sciences, and later on social studies itself will get divided in subjects like History, Geography and Economics.

#### 4.7.5 Preparation of teachers

The most important step to be taken for the introduction of the new curriculum is the preparation of teachers, who would need to be given adequate orientation to the new curriculum before it is introduced. They should not only be put through refresher courses, but suitable teachers' guides should be developed and made available to them. A comprehensive plan for teacher preparation would have to be drawn up and implemented as a first step in curricula revision.

#### 4.8 A New School Pattern

There is an urgency and a need to adopt a pattern of education in keeping with the requirements of the burning needs of today. It is even more important because of the increasing demands that will be made on citizens in the next two decades.

4.8.1 The School Pattern is an important element in the school system. This includes the division of the school into different stages and the provision for passage from class to class and from stage to stage. The present pattern in Meghalaya is a legacy of the Assam Education system. This consists of class A and B and 1 to 10 with a 2 years Pre-University and 2 years Degree Course. There is no strict stipulation regarding the age of admission, and classes A and B are largely loosely structured and informally organised. For progressive re-orientation of education, it is necessary that Meghalaya change over to the suggested national Pattern of 10+2+3. In school the Primary stage would be classes 1 - 4; Middle English classes 5, 6, 7; and the High School stage classes 8, 9, 10.

4.8.2 The 10 years schooling, followed by 2 years of Higher Secondary and 3 years Degree is a pattern which is recommended by several expert bodies. The Sadler Commission of (1818-19) recommended this and the University Education (1948-49) also favoured the same. The Kothari Commission also followed suit. This was included in the National Educational Policy declaration of 1968. The conference of



the Secretaries Education and the D. P. Is in 1972, and the Central Advisory Board on Education 1972 as well as Chief Ministers' Conference 1973 endorsed this recommendation. The National Conference of school curriculum in 1975 also recommended the same pattern.

#### 4.8.3 Objectives under new pattern

1) The trend at present is to admit students about the age of 18 to the University. Otherwise they will be too immature to pursue or to profit by the University level of knowledge and University type of instruction. By admitting immature boys and girls to the University the standard of University education itself has been deteriorating. This trend should be arrested and this could be helped by admitting more mature students.

ii) All the students who pass the present Matriculation examination are not able to profit from the academic type of Higher Education, and the rate of wastage in Higher Education is very high. To reduce this it is necessary to introduce some kind of streaming at the Higher Secondary stage with provision for vocational channels for those students who are better suited for that type of education. The vocational stream in the Higher Secondary stage, should result in a better selection of students and also reduction in the numbers of students taking up the academic type of study in colleges.

iii) The present type of education has not been planned or oriented towards education in vocational fields. Consequently even after 10 years or 12 years of education the person needs fresh preparation for vocation, which is obviously a very unsatisfactory position. The 2 years Higher Secondary could provide the vocational orientation for those who are not particularly keen to take up an academic type of education. It has been suggested elsewhere, in the chapter on Technical and Vocational Education, that Vocational Education and the problem of vocational stream should be under the Directorate of Education. It is believed that those who go in for the vocational type of education are as good as those who go in for the academic type of study. The State would make better progress if we have good and better provision for those who go in for the vocational type of education. Such conditions would entice more to join the vocational stream. Provision for change over of the stream will also be made in the pattern.

iv) The streaming of students at the Higher Secondary stage would help to separate those who are not keen on mostly academic studies. Degree Course should result in retaining only those dedicated to academic work and to thus improve the quality of students, and in the reduction in the number of unemployed and unemployable University Graduates. The addition of one more year to the first degree stage should consolidate the strength of the first degree level of education.

v) Although the core-curriculum would be the same all over the country with provision for changes in details to take care of local needs and context, as far as the school pattern is concerned the division into Primary, Middle and High School could be as noted earlier above.

4.8.4 The interim report of the Education Commission has recommended that the school system may be restructured with a Primary stage of classes 1 to 4, Middle stage of classes 5 to 7, and Higher stage of classes 8 to 10. The age of admission is to be fixed at 6+. If so, then Pre-Primary education will be up to the age of 6.

4.8.5 In Meghalaya the study and teaching of science and mathematics has been neglected and has consequently thrown up very poor results in these subjects. The Unicef project on science is a beginning, but there is need to pay very special attention to the organisation of teaching science and mathematics, from the earliest stages.

4.8.6 One very useful innovation, suggested in the new pattern, is to provide flexibility in entering the school system in any class so as to help those who may come from non-formal programmes. This could be facilitated by improving the organisation of school education such as changing the admission requirements at school hours. Those who drop out of the system and then take advantage of non-formal methods of studying, would thus still get the chance to go into the system again.

4.8.7 With less rigid system of evaluation, the suggested new pattern should result in reduction of stagnation also. The number of pupils who stagnate should reduce, if with proper attention and guidance from the teacher, students complete the learning activities provided. The unit pattern

of lesson organisation and the semester system recommended for adoption would provide great flexibility, promote better efficiency and reduce the possibility of stagnation.

4.8.8 Ten years school curriculum will normally be uniform for the first 10 years, and age need not necessarily be a bar. This will provide for the same course of studies all over the country. In general there will be no provision for any specialisation or for option during the first 10 years. The broad contents of the different subjects will also be the same though some margin for adjustment according to local needs and problems will also be available.

4.8.9 A more comprehensive system of evaluation where the all-round progress of the students will be assessed and recorded would assure greater leeway in assesment, which should help to curtail stagnation. There should be far greater dependance on internal assessment.

#### 4.9 Strategy for Change Over

Once the decision to accept the new pattern is taken, the change-over is to be planned and implemented very carefully. Some of the necessary steps in the change over process are indicated below :

##### 4.9.1 Deciding on the date of change over

It is to be decided as to which class would start with the new curriculum and from which year. One possibility is to introduce the new curriculum simultaneously in the beginning classes of Primary, Middle and High School Stage.

##### 4.9.2 Preparation of teachers for the new curriculum

The teachers have to be given adequate orientation to teach the new curriculum.

##### 4.9.3 Preparation of the necessary infrastructure in the School

Necessary infrastructure, academic and physical, in terms of material aids and equipments are to be provided in schools to facilitate teaching of the new curriculum.

#### **4.9.4 Preparation of instructional materials**

The instructional materials like text books needed for teaching the new curriculum along with the aids like teachers guides, test materials etc., have to be prepared, produced and distributed in time for the change over.

#### **4.9.5 Consolidation and standardisation of existing schools**

The new pattern provides only for three stages. At present the State has schools with various class patterns. This has to be consolidated and standardised first, and then ensured that there is a rational distribution of schools of all levels in the state.

#### **4.9.6 Decision regarding the location of higher secondary stage**

In terms of curriculum and instructional methods the Higher Secondary stage belongs to the school stage. This problem is tied up with the question of linking/delinking the Pre-University etc., stages from the college, which has been set forth in the chapter on +2 and College Education.

4.9.7 The vocationalisation of Higher Secondary Stage has to be done after careful survey of vocational facilities and prospects in each district. Early steps are necessary for this.

### **Co-Curricular Activities**

4.10 Co-Curricular activities constitute an important part of school life. Pupils who are shy and do not participate in school can be helped to a better adjustment and eventually to some degree of participation in the social life through co-curricular activities.

4.10.1 Physical fitness is very important for intellectual activity, as intelligence and skill can function at their best only when the body is healthy and strong. A physically fit person should have an ability to adjust to all the physical, social and emotional demands of the society.

## 4.11 The Existing Position

There is a Sports Council at the State level which is concerned not only with the schools, but with sports activities for the whole state. The Sports Officer is the Secretary of the Council.

4.11.1 (The Sports structure of the State is shown at 4.S-I in the Appendix.)

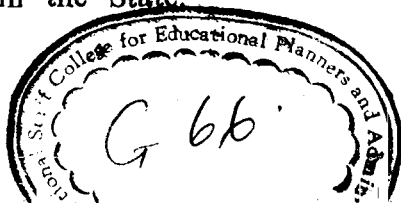
4.11.2 The Sports Officer whose duties consist of promotion of sports in the State, is attached to the Directorate of Public Instruction.

4.11.3 His main functions and duties are :—

- i. To handle rural sports from the Block level to the National level.
- ii. To assist in the Inter-School Sports in the Districts.
- iii. To organise State level schools' meet and National schools' meet for both indoor and outdoor games.
- iv. To organise State level sports meet which is open to all.
- v. To establish rural sports centres.
- vi. To coordinate the establishment of Nehru Yuvak Kendra.
- vii. To channelise financial assistance from the Government of India for construction of play grounds, purchase of sports equipments etc.
- viii. Matters relating to the construction of the State Stadium.

4.11.4 The Director of Public Instruction, empowers the Inspectors to organise Inter School Sports annually in each District. This mitigates the burden of the Sports Officer whose duties cover sports activities of the State.

4.11.5 There is one Inspector of Physical Training in the State who is attached to the Inspector of Schools East and West Khasi Hills. His main activities relate to the scheme of National Physical efficiency, and who therefore regularly visits different schools in the State.



4.11.6 There are four Junior coaches in the State based at the Directorate of Public Instruction.

4.11.7 Their main functions and duties are :—

(a) To impart training to different schools.

(b) To assist and conduct tournaments of various schemes.

4.11.8 Considering the time consuming activities and the variety of programmes to be launched, sustained and organised, the Sports Officer is too busy to give adequate thought and attention to sports in the schools.

4.11.9 Although the Physical Instructor is meant for the whole State, he is attached to the Inspector of Schools, East and West, Khasi Hills.

4.11.10 Most of the Teachers In-Charge of sports in schools are neither sportsmen nor trained in sports and games.

#### 4.12 Recommendations

In order to promote sports and games in the schools in the State, the Government should increase the grant-in-aid to the schools concerned, to enable them to meet the different requirements in the field of sports and games.

4.12.1 Every school should have a teacher with training in sports and games as In-Charge of Sports. He should have full charge of all aspects, and be completely responsible for all sports matters in the school, including development of sports and games. Facilities should be made for P.T. in schools.

4.12.2 In planning the school routine great care should be taken to see that time is allotted to games and athletics, giving attention to the individual needs of children.

4.12.3 Providing the student time during school hours for sports and games could be looked into.

4.12.4 Coaches should tour the State extensively, especially to rural areas, to encourage the school children to participate in different sports activities.

4.12.5 Schools, particularly in rural areas, should be provided with good play-grounds in close proximity to the school building to enable students to practice.

4.12.6 Indoor games should be encouraged in all the schools.

#### 4.13 Staffing Pattern

The staffing pattern should be strengthened to ensure effectiveness, for the sports activities, especially at the top level, and at lower levels wherever this is called for.

4.13.1 A separate Sports Council for schools is not necessary, but the existing State Sports Council should be strengthened and should be made to concentrate on institutions for the benefit of the students.

#### 4.14 Bharat Scouts and Guides

The Bharat Scouts and Guides organisation is on the whole quite active in the State, and some of its officers and sections have won acclaim at the State and National level for their performance.

4.14.1 The State organisation of Meghalaya Bharat Scouts and Guides has its normal activities with the State head-quarters at Shillong. The Governor of Meghalaya is the President of the State Council.

4.14.2 There is a State Chief Commissioner and the State Executive Committee. All matters relating to the Scouts are channelled through the State Commissioner Scouts, and those for the Guides, through Commissioner Guides.

4.14.3 At the Divisional level, there are three Assistant State Commissioners for Scouts, one each for Garo Hills, Jaintia Hills and East and West Khasi Hills. For the Guides there is only one Assistant State Commissioner for East Khasi Hills. Similarly there are four District Commissioners for Scouts, (for Garo Hills, Jaintia Hills, East Khasi Hills and West Khasi Hills), whereas for Guides there are only three District Commissioners (for Garo Hills, Jaintia Hills and East Khasi Hills).

4.14.4 This organisational hierarchy breaks down further, to Group Leader with Group Committees and Group Councils for Scouts and Guides, to Rover Leaders, Scoutmaster, Cubmaster, Rover Crew, Scout Troup, and Club Pack for the boys. For the Guides' section, the hierarchy breaks down to Group Leader, then Ranger Leader, Guide Captain and Flock Leader and further to Ranger Team, Guide Company, and Bulbul Flock.

4.14.5 The present strength of the Scouts sections are, Rover Crews 1 in East Khasi Hills, Scouts Troop 14 Wolf Cub Pack 1. For Guides, there is 1 Ranger Team, 29 Guide Companies, and 3 Bulbul Flock.

4.14.6 The areas that need more attention in terms of lack of any participation are West Khasi Hills. Participation in Garo Hills and Jaintia Hills are in relatively the same position.

#### 4.15 Suggestions

Over and above the co-curricular activities described above, it is necessary to add and improve upon what has already been undertaken over the years. It is therefore suggested that the activities be broadened to include a more vigorous programme of educational tours and trips than are now being undertaken. There should also be a concerted effort to organise as a more regular feature, dramas, plays, elocution contest, art (painting, drawing, sculpturing) contests and programmes; and more debates, quiz contest and essay competitions. High School students could also undertake small social service projects.

#### 4.16 Text Books

Although certain text books have been selected and prepared, there is not a comprehensive plan for the preparation of text books for all stages of school education. There should be a clear cut policy laid down for the preparation, selection and prescription, of text books for the several stages of school education. Recently the Unicef project for the preparation of science text books and help books has been undertaken. Nevertheless there is an urgent need to streamline the selection and preparation of text books.



It is necessary that Government take due care to develop and make text books available. There should be a separate Text-Book Board for the entire State, to cover this very important aspect of education.

#### **4.17 Equipment**

As the teaching of science needs very special attention in this State, it is essential that funds for science be made available for equipment and other paraphernalia.

## TEACHERS

5.1 The most important resource in our class rooms is the teacher. The competence and performance of teachers are two of the most important factors in the determination of the quality of our education. It is not only necessary to have qualified and competent persons to teach, but conditions also have to be provided so as to bring out the best performance from them. Thus a good teacher management system with efficient recruitment and selection procedures, service conditions, effective arrangement for supervision and performance appraisal, is necessary for the overall efficiency of the education system. A basic requirement for all this is a good information system whereby detailed information which pertains to his service as a teacher, is available for each teacher.

### Present Position

#### 5.2 Number

Table 1. Number of School Teachers in Meghalaya

(75-76)

Level	Male	Female	Total	as %
High/H.S.	456	518	974	13.3
Middle	1133	490	1623	22.3
Primary	3254	1426	4680	64.3
Total :	4843	2434	7277	

Figures for all those involved in teaching at the Pre-Primary level are not available.

5.2.1 The table above indicates that 66.5 per cent of teachers are male and 33.4 per cent female. At the Primary and Middle levels men teachers are far more numerous than.

women teachers. Interestingly enough at the High School level the difference is not very great. This is a peculiar phenomenon in this State. In other States a larger proportion of women teachers are found at lower levels. It may be noted that such a large number of teachers are managed in the education system without the help of any proper personnel management or information system. There is also no practice of projecting future requirement of teachers.

### 5.2.2 Teachers under different management 73-74.

**Table 2**

	Primary	Middle	High	Total
Govt.	468	284	113	865
Local Body	2500	69	2	2571
Aided (rec)	1237	971	707	2915
Aided (Unrecogn)	567	75	58	700
	4772	1399	880	7051

From the table above which gives the distribution of teachers under different managements, we note that 12.27 per cent are working under Government 36.47 per cent under local bodies, 41.33 per cent under recognised aided agencies, and 9.93 per cent under unrecognised aided agencies.

### 5.3 Qualifications

That teachers need professional preparation is now universally recognised. A person who teaches children should know ; (a) What he is to teach - the subject matter ; (b) Why he is to teach - the objectives ; (c) How learning takes place - psychology of learning ; (d) How to teach - methods and techniques of teaching ; and (e) about the learner - the psychology of children. Without professional preparation he can only claim one of these - mastery of subject matter. The rest of the competences are to be developed through professional training.

5.3.1 Table 5.1 in the Appendix gives the qualifications and training of teachers in Meghalaya, according to the All

India Educational Survey in 73-74. This shows that out of a total of 7050 teachers 47.14 per cent are below matriculate in their academic qualifications. Worse still 39.1 per cent of the matriculates were untrained also. Matriculates constitute only 20.4 per cent of the total number of teachers. However even among them 67.6 per cent were untrained. The fact that only 15.1 per cent of the teachers had qualifications of graduation or above, is an index of the poor educational calibre of teachers. It may also be noted that on the whole 64.7 per cent of teachers were untrained.

### 5.3.2 Training position in 75-76

Table 3

Level	Trained No.	Untrained No.	as %	Total
High	321	653	67	974
Middle	314	1309	80.7	1623
Primary	2026	2654	56.7	4680
	2661	4616	63.5	7277

The table above gives the position with regard to training in 75-76. Of 7277 teachers 63.5 per cent were untrained. The largest number of untrained teachers were at Middle, High and Primary levels in that order. It may be seen that during the period 73-74 to 75-76, the training position has further deteriorated.

### 5.3.3 Under matric teachers

Table 4 Under Matric Teachers in School (75-76).

Level	Trained	Untrained	as %	Total
High	1	22	95.7	23
Middle	87	337	79.5	424
Primary	1393	1976	58.7	3369
	1481	2335	61.2	3816

The table above gives the position about under matric teachers in 75-76. It may be seen that the largest number of under matric were working at the Primary and Middle level and that a large majority of them were untrained also. On the whole 62.2 per cent of the total teachers were under matrics and among them 61.2 per cent were untrained.

5.3.4 The distribution of teachers under different managements according to qualification and training, is given in Table 5.2 in the Appendix. This table shows that the aided schools have a higher proportion of under qualified and untrained teachers.

### 5.3.5 Qualifications prescribed and pay scales in force at present

The qualifications as prescribed for different categories of teachers and the pay scales in force, is given in Table 5.3 in the Appendix. As far as Government Schools are concerned, even though a decision has been taken not to recruit under-matrics any more, training has not been declared as a necessary qualification. As a teacher can get confirmed and draw increments even without training, the incentive to acquire the qualifications is very poor, and there is also no disincentive to compel a person to undergo professional training. In private schools neither minimum qualifications nor training is strictly insisted upon. In pay scales and payment of salaries also, private schools present a chaotic picture.

### 5.3.6 Recruitment of teachers

As far as Government Schools are concerned, all teachers of Class II of the Meghalaya School Service are recruited through the Public Service Commission. All teachers under Grade A and B of Assam Lower School Service are recruited through the District Selection Board.

## 5.4 Teacher Education

Training facilities for graduates are available in two institutions in Shillong. One of them conducts a full time and a part time course of the same duration, while the other one has a part time programme and is conducted with the help of the regular staff of an Arts College. The enrolment in these programmes during the years 1972-73 to 75-76 was 195 ;

224 ; 283 ; and 297. Training facilities for lower level training is found in eleven institutions. The enrolment in them during 72-73 was 249. This rose to 256 in 73-74, 278 in 74-75 and was 274 in 75-76. However the existing programme of teachers' training needs review and revision. The Department may immediately appoint a committee to review the curriculum of the Normal Training Schools as well as that of the Basic Training Schools. With the help of this review it should be possible to make the training programme more relevant to the actual teaching needs and conditions in schools.

#### 5.4.1 Training policy

In developing a programme for teacher development a necessary step is the formulation of a Training Policy by the Government. Such a policy declaration should inter alia take care of the following :— (a) Training should be declared a necessary qualification for teaching at all levels ; (b) Only trained persons shall be recruited for teaching ; (c) If due to genuine lack of trained persons, untrained persons are recruited, they should not be confirmed or given increments if they fail to acquire training qualification within a stipulated period.

#### 5.4.2 Preservice training

For non-graduates Preservice Training is available, and is taken advantage of in the eleven training centres.

5.4.3 Also available is training for graduates in two institutions. However, teachers' training being a professional preparation, it is essential that training institutions are staffed with people of high professional competence and standing. Strengthening of teacher training institutions in terms of staff, equipment and facilities is a problem that needs immediate attention. The governing bodies of these institutions need reconstitution to ensure adequate representation of all concerned agencies like the SCERT. The B. Ed. Courses also have to be reviewed periodically to ensure their relevance to the school situation. At present B. Ed. is offered as a full time course and also as a part time course both for one year. This is a very unjustifiable practice. It has resulted in the decline in standards. As most of the persons who take part

time course are not serving or deputed teachers, it does not contribute to the improvement of the quality of education. If it has to be offered as a part time course it should be of two years duration.

#### 5.4.4 Inservice training

On the basis of detailed information about the age, experience, qualifications etc., about untrained teachers in service, the Department should prepare a comprehensive plan aiming at clearing the backlog within a period of three years. In preparing a crash programme for training the following types of training programme may be considered :—

(a) **Part time courses** — to be organised in suitable institutions in urban areas where there is a sizable concentration of untrained teachers and such courses may be organised either in the morning or in the evening so as to enable the working teachers to take it ; (b) **Winter/Summer Courses** of two to three months duration to be organised in suitable places for 50 to 60 teachers from different parts of the State ; (c) **Courses of shorter duration** requiring teachers to be present for 10 to 15 days continuously, at an interval of 2 to 3 months may also be considered ; (d) **Content courses** where there is a recognised need for teaching content, part time courses may be organised in existing High Schools ; (e) Correspondence cum contact programme could also be initiated.

#### 5.4.5 Orientation and reorientation.

For the purpose of up-dating the knowledge giving orientation for curriculum changes, familiarizing the teacher with new techniques in teaching, and to give information about developments in the field of education, it is necessary that suitable in-service training programmes are organised to cover every teacher at least once in five years. This should be a major responsibility of the State Council of Educational Research and Training. Teachers should also be encouraged and provided with opportunities for greater participation in State level and national programmes helpful to professional improvement.

#### 5.4.6 Suggestions and recommendations for plans for teacher development

Any comprehensive plan for teacher development in the State can only be formulated, if there is a good information

system which would contain up to date information on the qualifications, experience age etc. of the teachers. This kind of data, both for new appointees and for those already in service, would help the administration in decision making. Each teacher could thus be made to fill in three copies of an Information Blank, in the form of a card where details of qualifications, career etc. would normally be entered at the time of appointment. Copies of these cards could be maintained in the schools and in the Directorate, which would give ready information about all teachers in the State. This would facilitate quick reference for decision and action.

#### 5.4.7 Qualifications of teachers

Immediate steps are needed to improve the qualifications of teachers, and the following steps are recommended:—

(a) Government should lay down a minimum qualification for teachers at each level and the lowest qualification should not be lower than trained Matriculation; (b) No person without this qualification should be regularised as a school teacher; (c) It is desirable that pay scales be improved and related to qualifications; (d) A system of more effective supervision of work and assessment of teachers has to be evolved; (e) Those who do not satisfy the minimum qualifications for teaching may be given a period of five years to improve their qualifications; (f) Facilities like study leave may be provided for improvement of qualifications.

#### 5.4.8 Work allotted to teachers

It is necessary that only such work as the teacher is qualified and competent to do is given. The work should be distributed in such a manner as to ensure the most efficient performance.

#### 5.4.9 Existing training institutions

The programme of existing training institutions, such as the Normal Training Schools need to be reviewed and revised. The curriculum of the Basic Training Schools also need to be reviewed and revised. It is suggested that there should be an emphasis for training teachers for rural schools, and to make the training programme more relevant to the actual



teaching needs and conditions in schools. The location of Basic Training Schools should be more strategically selected, and they should make a serious effort to teach basic education.

#### 5.4.10 Need for effective supervision

As indicated elsewhere in this report, any teacher improvement plan will not work without arrangements for effective supervision. Supervision should not only help to improve teaching but also to identify different categories of performance and to appraise the results of such performance.

#### 5.4.11 Recruitment procedure

For systematic recruitment and selection, it is necessary that projections of teacher requirements are made well in advance. The procedure for selection of teachers should be such that teachers with a gift for teaching and those interested in teaching are selected.

#### 5.4.12 Salary and service conditions

The problems and suggestions regarding the salary and service conditions of teachers, have been discussed in the chapters on Education Legislation and Education Finance. At present the pay scales as well as service conditions are unsatisfactory, particularly in the case of the large number of teachers in un-aided schools. It is recommended that these may be reviewed and improved and comprehensive rules framed as early as possible.

# EDUCATIONAL ADMINISTRATION, PLANNING AND FINANCE

## Administration of Education

6.1 The Administration of Education, as in the case of other facets of education, has also to be geared up to provide a sound and efficient machinery with which to administer, in order to bring about the changes in education envisaged and recommended in the earlier chapters. It must be emphasised that the changed social and political context of the State, which necessitates vast progress not only qualitatively and quantitatively, but to make up for the backlog of stagnation of the entire gamut of education, such as enrolment, teachers, curriculum, cannot conceivably be achieved without an efficient and flexible administrative machinery.

6.1.1 This chapter presents the situation in administration as it is, and points out the lacuna, problems and possible remedial action that could be taken.

### 6.1.2 The education system

The education system in Meghalaya has in it more than 3,500 institutions, over 7000 teachers and over 2.5 lakhs pupils. Its annual budget now is over 5.5 crores. In general it may be said that an education system has to achieve its purposes, maintain itself and adjust to the environment in which it functions.

### 6.1.3 Main tasks of administration

Considering the educational needs of the State, its resources position and the stage of its development, the main tasks in administering the system of education in Meghalaya may be identified as follows :

6.1.4 The system has to identify its objectives in terms of overall goals and specify the level wise objectives. The objectives have to be translated into policies and action through appropriate programmes. To achieve these pre-determined

objectives, decisions on future action (planning decisions) have to be taken and implemented through programmes and projects.

6.1.5 The educational objectives are to be achieved through action in the education system. For this the system has to be structured and processes developed. This would involve the establishment of a school pattern, development of appropriate curriculum process, and also the establishment of necessary administrative structures and processes to sustain the educating function. The role and functions, procedures and rules including decentralisation and delegation are to be evolved. Activities like staffing, financing, provision of facilities, preparation of curriculum, arrangements for teaching and its evaluation, establishment of channels of communication and control are some of the other tasks involved in this.

6.1.6 The administration has to guide the system to its goals through proper communication and control systems. This involves the establishment of a proper monitoring and feedback system including adequate reporting procedures and arrangements for inspection and supervision.

6.1.7 The administration has also the task of innovating and evaluating—innovating to keep its aims relevant, its structures effective and processes efficient and evaluating to find out to what extent the goals are achieved.

#### 6.1.8 The Administrative set up

The Administrative set up in Meghalaya consists of the following administration levels :

1. Secretariat
2. Directorate
3. Inspectorate.

6.1.9 The Secretariat level set up is concerned with policy level decisions. It also controls the Directorate and field set up. The co-ordination with other departments is also done at this level.

### 6.1.10 The Directorate set up

This consists of the Director of Public Instruction, the Deputy Directors and other officers-in-charge of interpreting and implementing policy through programmes and action.

### 6.1.11 The Field set up

This consists of the Inspector of Schools, Assistant Inspectors of Schools, Deputy Inspectors of Schools and the Sub-Inspectors of Schools. The Inspector of Schools is in charge of and is responsible for the entire Inspectorate set up, which includes inspection and teachers' training schools. However, due to the heavy work load, work is usually divided. Thus the Inspector of Schools inspects, High Schools and Teachers Training Schools, and is assisted by the Assistant Inspector of Schools. For the sake of convenience, the Deputy Inspector of Schools is in overall charge of Middle English and Primary Schools, which he inspects. Primary Schools, except those within the Shillong Municipality are under the District Council. As inspection and supervision are under the Inspectorate, Sub-Inspectors and Assistant Sub-Inspectors are placed under the disposal of the District Council for inspection and supervision of schools. In the Jaintia Hills District, however, the Assistant Inspector of Schools holds independent charge of High Schools in that area.

### 6.1.12 The Inspectorate

There are two offices of the Inspector of Schools. The Inspector of Khasi Hills is in charge of inspection and training schools in Khasi Hills, and the Inspector of Garo Hills is in charge of schools and training schools in Garo Hills. But in Jaintia Hills, the Assistant Inspector is in independent charge.

6.1.13 The 21 inspecting staff in the District Council consist of 11 Sub-Inspectors, and 10 Assistant Sub-Inspectors. The 27 members from the Education Department consist of 2 Inspector of Schools, 3 Assistant Inspectors, 5 Deputy Inspector of Schools, 1 Additional Inspector of Schools, 16 Sub-Inspector and 1 Assistant Sub-Inspector. The average number of inspections conducted by different types of Inspectors as mentioned in the Survey Report was as follows.

### 6.1.14 Inspecting staff-activities and qualifications

According to the findings of the Survey of Educational Administration 1973-74, the qualifications are as follows : Out of the 21 Inspecting staff in the District Council and 27 members from the Education Department 8 were untrained under-graduate, 28 were trained under-graduates, 4 were graduates with Senior Basic Training, 22 were trained graduates and post-graduates.

#### Designation Average Number of Inspection 1974

	Pre-Primary	Primary	Middle
Deputy Inspector	11.3		17.3
Sub-Inspector	24.7	45.9	4.8
Assistant Sub-Inspector	3.0	62.3	

### 6.1.15 Activity profile

During the normal working months the average time devoted by different categories of inspecting staff on various activities as mentioned in the survey report is given in the table below :

**Table 7.4.6 Activity Profile of Inspecting Staff**

Designation	Inspection	Traveling	Receiving visitors	Attending meeting	Office work	Any other
Inspector	(1) 40	10	10	10	30	$\frac{1}{2}$
Assistant Inspector	(2) 15.5	4.5	7.5	10	62.5	
Deputy Inspector	(6) 25.0	27.4	7.5	16.4	29.0	6
RANGE	10-50	10-47	5-10	5-50	5-60	
Sub-Inspector	(23) 37.0	21.1	7.9	8.8	25.1	21.1

Designation	Inspection	Travelling	Receiving visitors	Attending meeting	Office work	Any other
RANGE	10-50	3-40	1-10	2-20	6-60	5-69
Assistant Sub-Inspector.	(11) 40-7	23.2	7.0	6.4	19.2	23.7
RANGE	5-50	5-30	5-10	2-10	10-50	6-33
TOTAL	(43) 35.4	20.9	7.7	9.2	26.2	20.5
RANGE	5-50	3-47	1-10	2-50	5-65	5-69

## Some issues and problems in educational administration

### 6.1.16 Policy formulation

For the efficient functioning of educational administration, it is essential that the educational objectives to be achieved are identified and translated into policies programmes and action. At present, the secretariat helps in policy formulation. However, non-official participation in policy formulations except at the legislature level is not much. The services of experts also do not figure much in this process.

### 6.1.17 Role of District Councils

The District Council in the State, set up according to the 6th Schedule of the Constitution, are managing Primary education in their areas. Some of the issues and problems which have to be examined in this connection are indicated below.

6.1.18 The State has the responsibility to ensure the carrying out of the directive principle in the Constitution to provide free and universal education up to the age of 14. This overall responsibility of the State in this matter needs recognition in the provisions regarding education and its administrative set up at all levels.

6.1.19 The State also has the responsibility to ensure minimum standards in education. So matters like curriculum, instruction and evaluation system need co-ordination and control at the State level.

6.1.20 Primary education has to be properly articulated with other levels of education which are the responsibility of the State. The State should have enough control to ensure this.

6.1.21 The State is meeting the expenditure for education incurred by the District Councils. This financial responsibility has to be reflected in the financial procedures prescribed for grant-in-aid. The State has also to ensure that schools are suitably maintained and that teachers properly paid.

6.1.22 As the District Councils may find it difficult to develop the expertise needed for technical aspects of educational management in areas like curriculum development, evaluation and supervision, a centralised arrangement for the whole State is necessary for this to ensure minimum standards, and the optimum use of available expertise and resources.

#### 6.1.23 Re-examination needed

In the light of what is stated above, a more detailed study of this problem in its various aspects could immediately be undertaken by a body consisting of educational experts, Government and District Council representatives, and members of the legislature, with a view to suggesting measures to improve the present situation.

### **Educational Planning**

#### 6.2 Set up

At the Secretariat level there is no separate set up for educational planning. In the Directorate, a Deputy Director (Planning) assisted by a Research Officer and staff handles this work.

6.2.1 An adhoc educational planning committee scrutinises schemes for approval. At lower levels the educational planning work is attended to by the Inspectorate Officers. The Co-ordination of educational planning with overall developmental planning is done at the State level, by the Planning Department through State Planning Board, and at district level through District Planning Boards.

### 6.2.2 Scope

In general programmes for the improvement of the quality of education and the provision of educational facilities to unserved areas fall within the scope of Educational Planning in the State.

### 6.2.3 Process

i) In the beginning of the year directives are issued to the Inspectors of Schools, Deputy Inspectors of Schools, and others to prepare and submit plan schemes.

ii). The schemes are compiled and scrutinised at the Directorate where the educational planning committee screens them.

iii). Approved schemes are forwarded to the Planning Department for incorporation in the annual plan.

iv). Schemes are implemented through field offices and evaluation is also done through these officers.

### 6.2.4 District Council Schemes

The District Council Schemes regarding Primary Education are processed through the Secretary, District Council Affairs, who forwards it to the Educational Planning Committee for approval. Grants are given to the District Councils for implementing these schemes.

### 6.2.5 Improvement needed

To ensure optimum utilisation of available resources, and to facilitate balanced development of education in the State it is necessary that educational development is more effectively planned. The nature and functioning of the present set up for educational planning, leaves much room for improvement.

6.2.6 The setting up of planning cells at different administrative levels may also be useful. It would be a great advantage if there were more grass roots level planning. All dictation need not come from the top level. It is necessary that a machinery for educational planning which would faci-



litate greater decentralisation of educational planning activity is evolved. A system is needed which would allow planning to go down to the district and even the institutional levels. It has also to ensure the involvement of those who work in the field, so that the actual problems and felt needs get reflected in the plans. The guidelines for this grass roots participation in planning should come from the Department.

### **6.2.7 The Administrative Machinery**

In the matter of number of levels and definition of functions the State still follows the Assam pattern. Changed conditions may perhaps be reflected in the administrative set up for education. The present hierarchy with 5 levels of officials in the inspectorate itself may be examined with a view to making it more functionally relevant.

6.2.8 The revenue district being recognised as the basic unit for developmental planning, the educational administrative set up could be strengthened and organised at this level so that all educational work in the district is planned, co-ordinated and controlled at that level.

6.2.9 The procedures and practices in the administrative system need modernisation. It is desirable to separate administration and academic supervision at the functional level. A better information system built on a more systematic reporting system, more efficient communication system, and better control procedures can help the improvement of overall functioning. There should be the possibility for greater use of educational expertise in its decision making process. The levels in the set up and the extent of decentralisation and delegation of authority provided may also need re-examination to ensure that all the levels are functionally essential and that decisions are taken at the appropriate levels of competence.

### **6.2.10 School mapping**

A systematic identification of educational needs and a survey of existing facilities has to be undertaken to bring about a consolidation of institutions. This alone can ensure optimum utilisation of the available resources and qualitative improvement. The department, may, as a first step attempt a school mapping of the State with the help of the latest census data

and the data collected in the Third All India Educational Survey. At any rate, the unplanned and adhoc starting of institutions as is done now has to be controlled effectively.

#### 6.2.11 Supervision and inspection

One of the weakest spots in the present administration is its supervisory arrangements, and it must be stressed that the present arrangements are far from effective. The inspections take place rarely and the time used is too short. The qualifications and competence of most of the inspecting staff do not enable them to do justice to supervision of instruction. In the absence of any other agency for supervision, it gets almost totally neglected. Since good supervision is the backbone of educational improvement, immediate steps are necessary to strengthen the supervisory system and procedures. In this context it is suggested that some of the practices like subject inspectors, panel inspection, and school complex may be tried out in the State also. In view of the conditions highlighted regarding inspection and teaching in Meghalaya, it is proposed that the Inspection and Teaching Service may be amalgamated.

6.2.12 Professional opinion is in favour of separating supervision from inspection. A beginning in this direction may perhaps be made by giving greater attention to the supervisory work. To start with, the Inspectors can perhaps take along with them some subject experts also to help in the supervision work.

6.2.13 The number of institutions under the charge of different functionaries have to be fixed with a view to enable them to carry out their function more effectively. Provision regarding transport and T.A. etc. also need re-examination.

6.2.14 To improve the functioning of the administration and supervisory machinery it is necessary that improvement is effected in the qualification and competence of the inspecting personnel. The minimum qualification for an Inspector at any level should not be less than graduate with training. Suitable training and orientation programmes have also to be arranged for them.

6.2.15 In tune with the current thinking on the role and functions of these functionaries, it is desirable that designations

like Inspector, Sub-Inspector etc. are done away with, (as has been done in most states in the country), and designations which describe better the functions they are to carry out are evolved. The designations like District Educational Officer, Assistant Educational Officer, Sub-Divisional Educational Officer etc., as used in most other states may perhaps be adopted.

### 6.3 Education Finance

The role of finance in education is vital. With the emergence of Meghalaya as a State, and its commitments and aspirations towards development, the financial aspects in education have to be streamlined, so that the continuing progress is not retarded on this account. This chapter describes educational finance as it stands today, its limitations, and the possible changes required, in order to make the finance part of education, a more useful tool towards enlightened development of education.

6.3.1 Although there was Government assistance for the development of the Primary Schools, yet it was only after Independence that the twin consciousness, (a) the feeling of a real need to increase expenditure on education and (b) the awareness of the need to take education to the remotest part of the country, received great impetus. As a result of this the Government stepped up in a big way the expenditure of education, particularly towards fulfilment of the need of article 45 of the Constitution.

6.3.2 With the emergence of Meghalaya, the development of education received further attention from the State Government which is committed to the eradication of illiteracy and consequently the Government expenditure on education also increased. Since Meghalaya is a backward State where the majority of the people are poor, it behoves the State Government to bear the major responsibility for financing education, but it should be emphasised that inspite of this responsibility the amount of finance allocated to education is still far from adequate. The need for Government finance is as great as ever, and calls for substantial increase in the current level of expenditure.

6.3.3 The table below shows the allocation for education in the State as against the State Budget.

**Budget Allocation****Rs. in lakhs**

Year	Total Budget Outlay	Budget allocation for Education			
		Plan	Non-Plan	Total	Percentage of Education allocation.
1972-73	26,74.69	1,11.62	2,80.58	3,92.20	14.3
1973-74	34,03.13	1,68.32	3,59.44	5,27.76	15.5
1974-75	34,68.82	78.62	2,71.74	3,50.36	10.1
1975-76	39,01.79	79.67	2,96.95	3,76.62	9.6

(Source : State Budget)

6.3.4 It can be seen from the table that the allocation for education in the State Budget remained the same while the total budget increased.

6.3.5 Prior to Independence, the development of education was pre-dominantly the contribution of the Mission bodies, more significantly the Church Missions when they started various pioneering schools and Primary schools which ultimately formed the nucleus of education.

**6.3.6 Income**

The main sources of income for education in Meghalaya can broadly be classified into four heads namely : Government fund, Local Body fund, fees and endowment. It should also be noted that Primary education is free and hence there is no fee income from this category. The Middle and High School Sections are outside the purview of the Local Body (District Council), and hence there is no contribution from the Local Body Fund for these two categories.

6.3.7 Percentage of income from various sources as in 1971-72 is given in the table below.

## Sources of Income on Education

Items	Primary	Middle School	High School
1. Government Fund	78.74	81.50	76.63
2. Local Body Fund	17.58	Nil	Nil
3. Fees	Nil	10.76	17.05
4. Endowment	3.68	7.74	6.32

### 6.3.8 Grant-In-Aid

Government give both recurring and non-recurring grant-in-aid to Non-Government educational institutions, (Primary, Middle and High Schools and Colleges). Of these Primary Schools receive recurring grant-in-aid for maintenance of teachers. The grant-in-aid for these schools is given to the District Council under whose control these schools function. The Non-Government Primary Schools within the Shillong Municipal Areas however, receive the grant-in-aid through the Deputy Inspector of Schools.

6.3.9 The amounts of grant-in-aid to Middle, High Schools and Colleges vary according to the status of the schools and colleges viz., deficit and non-deficit institutions. The schools/colleges which fulfil certain prescribed standards are eligible to be brought under the deficit system. These schools/colleges receive recurring grant-in-aid according to a laid down formula given below. Other schools/colleges receive adhoc recurring lump sum grant-in-aid generally fixed according to availability of Government funds. However, no specified formula particularly for fixation of quantum of assistance appears to be followed in such cases.

6.3.10 Non-recurring grants are given for various purposes for development of an institution. The amounts are generally fixed according to availability of Government Funds. There appears to be no specified guideline for regulating this aid.

### 6.3.11 Grant-in-aid Distributed During 1972-76

Year	District Council	Private School	Private Colleges	Total
1972-73	66,00,950	66,46,607	27,05,047	1,59,52,604
1973-74	79,52,495	78,38,803	36,43,520	1,94,34,818
1974-75	87,98,000	80,29,949	23,99,344	1,92,27,293
1975-76	98,52,700	89,96,174	36,33,262	2,25,82,136

6.3.12 The grant-in-aid to private schools during the period of four years increased by 78.9%, to private colleges by 78.07%, and to the District Council by 41.06%. Thus the grant-in-aid registered an increase in all the 3 categories.

### 6.3.13 Principles of the Grant-In-Aid

Under the deficit system grant-in-aid is fixed on the basis of the difference between the approved income and the approved expenditure.

6.3.14 The approved income is determined by :—

(1) Multiplying the number of students by the approved rate of fees, and then deducting 40% of the total fee income in the case of High Schools and Colleges, and 50% in the case of Middle Schools set apart for unapproved expenses.

(2) Public donation, if not required for building purposes, is added to the approved income.

6.3.15 The approved expenditure includes Government share of provident fund contribution, the salary of teachers, office assistants, (the salary of Grade IV staff is also included in respect of deficit colleges only, with effect from 1.1.75, but the salary of Grade IV staff is excluded in the case of deficit High School and M.E. Schools).

It should be noted that the estimate of approved income is based on actual enrolment.

6.3.16 In order to give an idea of the types of conditions under which grant-in-aid are currently being given for deficit schools, a few examples from the "Conditions for grant-in-aid for deficit Schools" according to the Government notification are given below.

1) 40% of the monthly fee will have to be set apart for fee remission, buildings, repairs, furniture, libraries, equipment, contingency etc.

2) It is also laid down that at least one free studentship in each class shall be granted on merit on the result of periodical examinations.

3) In order to be eligible for consideration for grant-in-aid, Girls Schools and High Schools in the backward tribal areas should have a minimum enrolment of at least 150 students. M.E. Sections shall have an enrolment of 60 students at least.

4) Each school must maintain a minimum number of teachers with the requisite qualification as follows :—

(i) The headmaster must be a graduate preferably trained with at least 5 years teaching experience.

(ii) The rate of tuition fee will be the same as that charged in the Government schools.

Grants can be withdrawn under certain circumstances such as if :—

(a) The percentage of students passing the Public Examination from a particular school falls below the average of the entire examination for 3 consecutive years.

(b) Discipline is not properly maintained in the school.

6.3.17 The Department has rules and conditions under which staff are to be appointed. For instance, the appointment of the headmaster or assistant headmaster of an aided school has to be made on the recommendation of the Divisional Selection Board constituted for each circle of Inspector of Schools, the members for which have to be :—

- (1) Director of Public Instruction - Chairman.
- (2) Inspector of Schools of the circle concerned-Secretary.
- (3) 2 Senior and experienced headmasters to be nominated by the Director of Public Instruction.
- (4) 2 non-official members to be nominated by the Director of Public Instruction.
- (5) 2 representatives of the managing committee of the school concerned to be selected by the managing committee (to be co-opted as and when necessary with power to vote.)

6.3.18 These appointments are subject to the approval of the Director of Public Instruction. The appointment of assistant headmaster of an aided High School, and headmaster and teachers of an aided Middle School are made on the basis of the recommendations of a Sub-divisional board constituted for each sub-division with the following members :

- (1) Inspector of Schools of the circle concerned -Chairman.
- (2) Deputy Inspector of Schools of the circle concerned.
- (3) Headmasters of local Government High Schools.
- (4) One Headmaster of an aided High School to be nominated by the Director of Public Instruction.
- (5) 2 non-official members to be nominated by the Director of Public Instruction.
- (6) In the case of a High School, Headmaster and one member of the managing committee.
- (7) In case of an M.E. School, 2 members of the managing committee of the school concerned, to be elected by the managing committee (to be co-opted as and when necessary with the power to vote.)

6.3.19 As with schools, the grant-in-aid to colleges are also given under specified conditions. A sample of a few conditions under which grants are given are listed below :—



(1) No college will be eligible for grant-in-aid under this scheme unless it is affiliated to the University and unless it is already in receipt of an annual recurring grant.

(2) 40% of the monthly fee income will have to be set apart for fee remissions, buildings, repairs, furniture, libraries, equipment, contingencies, etc. At least five free studentships shall be granted on merit on the result of periodical examinations.

a) Every Aided College shall maintain at least one whole time professor/lecturer for every Department.

b) No part time professor/lecturer shall be entertained without approval of the Director of Public Instruction.

6.3.20 Increment of the members of the staff of aided Colleges may be stopped on reasonable grounds by the Governing Body with the approval of the Director of Public Instruction. The Director of Public Instruction may also direct stoppage of increment if and when necessary.

6.3.21 Grants-in-aid to Colleges can be withdrawn under specified conditions. A few examples of these conditions are given below :—

(a) In a college where the percentage of pass in the University Examination falls below the University average for three consecutive years.

(b) Discipline is not properly maintained in a College.

### 6.3.22 Pattern of Expenditure

The expenditure on School Education can broadly be divided into Direct and Indirect. The Direct expenditure includes the salary of teachers, salary of other staff and expenditures on equipment and appliances besides all the other expenditures. The Indirect expenditure includes mainly the item on school buildings and hostel buildings.

### 6.3.23 Direct expenditure

The study of expenditure reveals that the major part of expenditure is on the salary of teachers, and the salary of Primary teachers claims the highest amount which is 97.8%. The whole picture is shown in Table 6 E. I. in the Appendix.

### 6.3.24. Indirect expenditure

The Indirect expenditure during 1975-76 is Rs. 1,11,32,784 of which 1,01,88,336 is from Government funds. Thus the contribution of the Government is as much as 80.9%.

### 6.3.25

1971-72	Expenditure	(Indirect)	Percentage
Institutions	Buildings	Hostel	From Govern- ment Fund
Primary	100 %		89.94 %
Middle English	89.66 %	10.34 %	96.29 %
High School	84.20 %	15. 8 %	90.33 %
Total	88.15 %	11.85	91.76 %

### 6.3.26 Expenditure on sports and games

Table E-2

Year	Plan	Non-Plan	Total
1972-73	—	98,700	98,700
1973-74	4,07,253	—	4,07,253
1974-75	1,55,900	58,168	2,14,053
1975-76	1,20,000	2,08,000	3,23,000

The per capita average Direct expenditure on Institution and teachers is shown in Table 6 E-3 in the Appendix.

### 6.3.27 A Guideline to Government Grants

The types and quantum of grants should be properly specified and norms should be separately fixed for each category of grant. The following types of grant may be considered:

1. Deficit Maintenance Grant-in-aid-(Recurring).
2. Non-Deficit Maintenance Grants-Ordinary and Special-(Recurring).
3. Development Grants.
  - A) Building Grants.
  - B) Hostel Grants.
  - C) Staff quarters Grants.
  - D) Equipment Grants :—
    - (a) Science.
    - (b) Others.
  - E) Library Grants.
  - F) Playground.
  - G) Other Extra-curricular activities.

6.3.28 The grant-in-aid rules should be formulated to focus on a well conceived programme to ensure regulated expansion of education and should keep in mind the problem of balanced expansion and should specify norms for eligibility.

6.3.29 The allocation of Government assistance for different levels of education should be determined according to specified guidelines.

6.3.30 The definition of "Approved Expenditure" and "Approved Income" should be clearly laid down with a realistic and simple formula.

6.3.31 The method of issuing grant-in-aid should be simple to ensure promptness.

6.3.32 Grants-in-aid should provide 'dynamism' and should therefore bear relation to the ever-changing economic and social conditions. Subject however to availability of funds Capital grants should not be too limited. Approved type plans for school buildings and specifications should be prescribed.

6.3.33 This will go a long way towards the uniformity of the standard educational buildings in the whole State.

6.3.34 Under the present system no special consideration in grants-in-aid is given to the institutions with good academic performance, or which have extra-curricular activities. It is desirable that the Department should initiate a special scheme of grants to such institutions as incentives for further improvement, keeping in view the financial needs and requirements of the institutions concerned.

6.3.35 Rules should be so framed as to prevent any sort of indiscriminate flow of financial assistance in order to contain the tendency of dependability on Government grants alone, which tends to prevent community involvement. The system of matching grant may be considered, as an alternative possibility.

#### 6.3.36 Deficit and non-deficit schools

Deficit schools enjoy better financial benefits from the Government and there is need for a policy for inclusion of schools under the deficit system. Fee compensation grants which have hitherto been followed may be done away with, but grants should instead be issued on the basis of Teacher-Student ratio as one of the norms.

#### 6.3.37 Withdrawal of grants

The grants should be liable to be withdrawn if the Institution fails to fulfil the conditions laid down by the Government from time to time. They should also be withdrawn if the performance, discipline etc. of the Institutions are not satisfactory. The criteria for evaluating performance and suitability realistically and dynamically, may be worked out. This would help grants being used for as optimum a value as possible.

6.3.38 The grant should be given to the management of the institution, who should be accountable and responsible jointly to Government, in respect of proper utilisation of the grant. The person/persons who shall be directly responsible for administering the school and college funds should be clearly identified.

#### 6.3.39 Financial Administration

##### 1. Grant-in-aid

##### The three tier formula

The method of awarding grants has three tiers :—

- (1) Sanction of grants by the Department.
- (2) Drawal of the money through the Inspector of Schools, Assistant Inspector of Schools, or Deputy Inspector of Schools as the case may be.
- (3) Utilisation of money by the institutions whose teachers are not Government employees.

6.3.40 In order to improve the financial administration the following suggestions are made :—

(1) The Inspectorate should be strengthened to assure the fulfilment of conditions and proper utilisation of funds. There should be proper physical verification, and the utilisation certificate submitted by the institutions should be accepted only if it bears the counter signature of the Inspecting Officer concerned. This will ensure double verification, physical verification by the Inspecting Officer and auditorial verification by the auditors.

(2) Institutions should submit to Government half yearly statements of accounts duly approved by the management.

(3) Auditing and accounting in the Directorate/Inspectorate should be separated and properly organised.

(4) The accounts of each Institution should be maintained in such a manner at the Directorate/Inspectorate in ledger form so as to enable Government to ascertain readily the financial assistance given to a particular institution.

#### 6.3.41 System of payment of grants

Wherever possible payment of Government grants should be made at appropriate periods, by credit to Bank/Post Office rather than through direct encashment of Treasury Bills. Schools/Colleges having bank facilities within a radius of eight K. M. should keep their funds with the Bank/Post Office and make all payments through cheques to avoid handling of cash.

## THE DISTRICT COUNCILS

7.1 According to the Sixth Schedule of the Constitution, special provisions were made for the administration of tribal areas, such that there could be Autonomous Districts. For each Autonomous District there was to be a District Council, which was conferred with certain powers. One category of such powers was that the District Council may establish or manage primary schools. It needs to be clarified, however, that the term 'tribal areas' included the former Garo Hills District, and what prior to the commencement of the Constitution were known as the Khasi States and the Khasi Jaintia Hills District. But the term 'tribal areas' excluded any areas for the time being comprised within the Cantonment and Municipality of Shillong, but including so much of the area comprised within the Municipality of Shillong as formed part of the Khasi State of Myllem.

### 7.2 Management of Primary Schools

The management of the Primary Schools other than those within the Shillong Municipality therefore, may be under the control of the District Councils. The District Council Schools are however, mainly financed by the Government which in 1975-76 contributed 78.74% of the total expenditure. The District Council or Local Body contributed only 17.58% while 3.68% of the funds came from endowments. Since Primary education is free there are no additional funds from fees.

### 7.3 Grants

Grants to the District Councils for Primary Education are given as recurring grant-in-aid for maintenance of teachers. During the years 1972-73 to 1975-76 the grant-in-aid to the District Councils increased by 41.06%. It was Rs. 66,00,950 in 1972-73, and Rs. 98,52,700 in 1975-76. In 1971-72 the entire expenditure (100%) for buildings for Primary education came from the Government.

### 7.4 Administrative Set Up and Other Problems

The administrative set up in the District Council consists of the Executive Member Incharge Education, under

whom there is the Education Officer assisted by a few Sub-Inspectors of Schools. The administrative machinery does not function well, and there is insufficient supervision. There are no service conditions for the teachers and no regularised system for taking disciplinary action, and teachers receive their pay irregularly. Another anomaly is that all teachers do not get pay at a standardised rate, but at varying rates. This situation seems to arise from the fact that the method of grants-in-aid of the District Council is not systematic, and may not cover the whole school. For example, the District Council may sanction a post on pay as prescribed by Government, which pay, say, one teacher will get. However, since other posts may not be sanctioned at the Government prescribed rate, but at a rate given by management which may be lower, this creates a situation of different rates of pay, even in the same school, without there being the normal prescribed justifications such as higher qualifications, training etc.

7.4.1 The working hours in the rural areas seem to be shorter, and should teachers be absent, substitutes are not necessarily available.

7.4.2 One serious lacuna is the absence of text book production. There is also no text book committee.

7.4.3 There is a very high rate of wastage and stagnation in the Primary School level, as was evident from figures given in the section under Primary education.

7.4.4 A special problem of Primary Schools in Garo Hills is the social condition, whereby whole villages shift along with the practice of shifting cultivation. Setting up schools in the interior in Garo Hills has to take this into account, and requires imagination and a flexible approach.

7.4.5 Replies given to the questionnaire sent out by the Commission, on schools managed by the District Council, pointed out that the schools were managed most unsatisfactorily.

## VOLUNTARY AGENCIES

8.1 Voluntary agencies, such as Missions, and other religious bodies, Clubs, and Social Welfare oriented organisations, have played an important role in propagating education in Meghalaya.

8.1.2 Although in a number of instances, Government had in the last century taken the initiative to start schools, yet in these early years the work and the impact of voluntary organisations in the educational field had been quite significant, both in the rural and urban areas. For instance in the Garo Hills, the administration of primary education was left almost entirely in the hands of the American Baptist Mission, up to 1905. Later this same mission took interest in starting higher classes. In a report for 1864 on education in the Khasi and Jaintia Hills, a British officer showed that the schools were entirely under the management and control of the Welsh Presbyterian Mission.

8.1.3 Later the situation had changed, and a variety of missions, notably the various Roman Catholic Missions opened up a number of schools and colleges, including institutes for technical training. Other missions that came into the field of education, were the Ramakrishna Mission, the Seventh Day Adventists, the local organisations such as the Seng Khasi, and the Seim Jaintia and the Womens' Union in Garo Hills which started and supported a school.

8.1.4 With independence more and more mission bodies, social service organisation clubs, and student groups, either more permanently or sporadically began the normal conventional type of schools or creches, nurseries or non-formal adult type education classes. That some of the voluntary agencies can be powerful and effective instruments galvanising the process of education among the masses has been realised, and therefore, the suggestion has been made that voluntary-agencies be used to help in implementing the scheme of Non-formal education.



## RESEARCH AND DEVELOPMENT IN EDUCATION

9.1 The spark that ignites the need for re-orientation and therefore the re-evaluation for education derives from the economic and socio-political stirrings, which force social and political changes.

### 9.1.1 Need for research and development

A system of education has, therefore, to review its purposes, renovate its structure and reform its processes continuously in order to maintain its relevance and efficiency. This is the function of research and development. In this sense research will include all activities that lead to a better understanding of the educational problems, and produce findings relevant to policy formulation and programme planning. Any activity involving information gathering and analysing contributes to this end. The processing and translation of research findings for the users in the system involves development. This dissemination of findings and the application of it to the system of education, is as important an activity as research itself.

### 9.1.2 Identification of problems for research

As far as Meghalaya is concerned, Educational Research is in its infancy. Systematic investigations and studies have not been conducted into the problems faced by the education system in the State. In fact even a proper identification of these problems is yet to be undertaken. As a first step it will be useful to make a systematic effort to identify the important problems in the field for research and study. This has to be done with the help of professional research bodies like NCERT and the Department of Educational Research and Studies of the University. It is necessary that those who actually work in the field and are familiar with the conditions there are also involved in it.

### 9.1.3 Agencies for research and development

The SCERT, (State Council of Educational Research and Training), Meghalaya School Education Board, the Teacher

Training Institutions in the State and the Department of Educational Research and Studies of the University have useful roles to play in Research and Development work.

## 9.2 The SCERT

The SCERT is a new institution in the State. Its normal responsibilities are, (a) Curriculum review and revision including preparation of syllabus and instructional materials, (b) Inservice Training of Teachers, (c) Examination and evaluation reforms, (d) Research and Dissemination of information, (e) Other functions as defined by the Government.

9.2.1 The SCERT is gradually assuming the role of the academic wing of the Directorate of Education. As far as Meghalaya is concerned, considering the special problems faced by the State, it has a very important role to play. In order to make it effective and useful it is necessary that a proper plan for its development is prepared. This should provide for the gradual development of the different functions and should indicate the plan of expansion in terms of functions, and use of resources. The plan should also take into consideration the problem of personnel development. Government should identify suitable persons to work in the SCERT, and enable them to get equipped for the work. It should be advantageous, to plan for personnel training from within the State, and send them for training and also to invite competent people from other well established institutions for discussions, seminars, symposium etc., for short periods. Contact and interaction with other SCERTs could be useful.

9.2.2 It is also necessary to establish close links between the SCERT, and the actual field so that the responsiveness to field needs and relevance of its work to actual conditions in education are fully maintained.

9.2.3 It is desirable that SCERT is given the structure of an academic organisation. It is also necessary that it be given greater financial and administrative autonomy. A finance committee and a programme committee can help its functioning. The SCERT should also bring out a regular publication giving information about its own activities, as well as of educational activities all over the State and developments in the country.

#### **9.2.4 The Meghalaya board of school education**

The Board has a very important role to play in the review and revision of curriculum, and in applying research findings to actual educational work. Examination and evaluation being its special responsibility, the reforms in these should engage its serious attention. In the introduction of a new school pattern and curriculum also it has a major role to play.

#### **9.3 The Department of Educational Research and Studies of the N. E. H. U.**

The Department of Educational Research and Studies of the North-Eastern Hill University which conducts the M. Ed programmes has an important role to play. The training in Educational Research should not only produce competent research workers, but should also relate research and training with actual problems in the field. The Department should be able to make available information about trends and developments outside, particularly in the area of educational research. The proposed educational technology centre in the Department with the psychological laboratory, testing unit, instructional technology unit, documentation unit and the educational services unit, can become a resources centre for the State Education Department also. In the research studies and instructional activities of the Department, a close liaison with the State Education Department will be mutually beneficial.

##### **9.3.1 Co-ordination of research and development activities**

When different agencies are involved in Research and Development as researchers and as users, it is necessary that proper links are maintained and proper co-ordination is achieved. This should not only ensure economy of effort by avoiding duplication of work, but would in the process also help better functioning and ensure optimum use of available resources. This could be done by a Programme Advisory Committee of the SCERT.

## TECHNICAL AND VOCATIONAL EDUCATION

10.1 Technical and Vocational Education have been particularly mentioned for consideration, because of the very serious lacuna in Meghalaya and the sad lack of Meghalayan in this essential field of work and education.

10.1.1 Technical and Vocational Education has therefore an important role to play in bringing about the desired transformation of the society in Meghalaya. Greater provision for technical and vocational education is needed not only for the exploitation of the natural resources in the State, but also for making use of the opportunities which emerge out of the developmental programmes in the State.

### 10.2 Technical Education

At present technical education is imparted in four institutions in the State. They are, the Shillong Polytechnic, 6 Industrial Training Institutes in Shillong and Tura, and Don Bosco Technical Institute in Shillong.

10.2.1 The Shillong Polytechnic has an annual intake of 60 students. It offers a three year course leading to a Diploma in Civil Engineering. The purpose of the course is to prepare middle level technicians for Government and other agencies. The entrance qualification is H S L C. On an average about 50 per cent of the students obtain the Diploma every year but even those who fail to get the Diploma qualify for employment at lower levels. The two Industrial Training Institutes in Shillong and Tura are under the Department of Labour and reservation of seat is according to the Government Training Manual. The Don Bosco Technical Institute has an intake capacity of 230-250.

10.2.2 The State has at present no facilities for high-level technical or vocational education. However, there are provisions for reservation of seats for students belonging to the State in institutions in other parts of the country. The details of these institutions and seats reserved are given in the section under Table 10.1 in the appendices.

10.2.3 There is also provision for reservation of seats for M.Sc. (Agri), for Ph.D. in Veterinary, Science, and Agriculture ; and Courses in Sericulture and Weaving. There are also seats in craftsman training in institutions in other States.

10.2.4 One serious difficulty reported is that there is no overall co-ordination at the State level in the selection and deputation procedures, resulting in delay and forfeiture of seats. This must be remedied through suitable arrangements to ensure co-ordination of action at the State level.

10.2.5 At present technical education in the State is looked after by a Deputy Director in the Directorate of Education, while the Industrial Training Institutes, however, are under the Department of Labour.

It is strongly recommended that there should be a Directorate of Technical Education. It is also recommended that there be a State level agency to co-ordinate close liaison between the Directorate and Industries.

### 10.3 Vocational Education

One of the significant trends in the education system in the country is to make education more relevant to vocational requirements. One of the proposals is to design a vocational stream at the Higher Secondary stage to channel off half of the students.

10.3.1 Apart from the provision of a vocational stream at the Higher Secondary stage, it is necessary that facilities for vocational education are made available at other levels too. These programmes need not necessarily prepare people for paid employment. They can be self-employment oriented, and can also be aiming at development of vocational skills relevant to job situation.

10.3.2 It may be advantageous to establish vocational training institutes to make available vocational education at the Pre and Post Secondary levels. In developing the content and organisational structure of different programmes in these institutions, it will be desirable to conduct a survey of the existing vocational position and future prospects.

10.3.3 Steps are also necessary to give vocational information to school and college students to help them make a proper vocational choice. The State which offers vocational courses needs a system of vocational guidance, which should

gradually extend its functions to all the High Schools and Colleges in the State. To start with, Information Board may be set up in these institutions where regular bulletin containing vocational information can be displayed. In Shillong, a students information bureau may be set up to make available information about job opportunities, careers and educational programmes.

10.3.4 It is recommended that Vocational Education and the problem of a vocational stream should be under the Directorate of Education.

10.3.5 For the proper development of Technical and Vocational education in the State the Government may consider the following suggestions.

10.3.6 1) **State Council for Technical and Vocational Education**

For better administration, planning and development of Technical and Vocational Education in the State, it will be advantageous to set up a State Council for Technical and Vocational Education. The Technical and Vocational Training Institutions could be under the purview of this Council. The Council may also collaborate with the Directorate of Education for the work experience programmes and for the vocationalisation of Higher Education.

10.3.7 2) **Staffing** For the efficient functioning of these institutions and for the expansion of the programmes, it is necessary that qualified and competent staff is available in the Institutions. This problem needs special attention and action by the Government.

10.3.8 3) **Vocational survey** A systematic survey of vocational opportunities and employment prospects should be undertaken, to give a sound basis and relevance to the Technical and Vocational Education programmes.

10.3.9 4) **Liaison with industry** In identifying the content of the different programmes and also in designing the courses, a close understanding of the job requirements in the field is necessary. For this proper Liaison has to be established and maintained with industry.

10.3.10 5) **Apprenticeship** For effective development of programmes it is necessary that opportunities for apprenticeship in industry are developed and made use of.

## NON-FORMAL EDUCATION

### 11.1 Concept

Many attempts have been made to define Non-Formal Education, and one of the first definitions recognised in international circles for Non-Formal Education was given by Phillip Coombs as "Any organised systematic educational activity carried on outside the frame-work of the established formal system whether operating separately or as an important feature of some broader activity that is intended to serve identifiable learning clientele and learning objectives".

11.1.1 The elements which can be identified from this definition are (a) Non-formal Education is an organised and systematic learning activity and it is not incidental or informal, (b) it is a learning system which may not follow those constant e.g. fixed content, time teacher method, etc., which are an essential part of the formal education system, (c) it may link the learner with the formal system or may be an independent activity, (d) and it will serve specific groups of learners with specific objectives.

11.1.2 Non-formal Education focuses on the improvement of social and personal living and occupational capabilities. It is important because of the immediate and practical utility of the learning it produces. It encompasses the full range of learning activities and it is of value only to the degree to which it can help an individual young or old, male or female, make practical changes in himself, if his daily life and his environment are in accord with his own goals and wishes.

11.1.3 Non-formal Education is more oriented towards helping an individual solve problems than to absorb a particular curriculum content. It is strongly identified with specific locally felt needs, local culture and local ways of expression.

11.1.4 Using the definition given above and the ideas as a background, we may say that throughout life there is need for learning. The formal education system has very serious limitations in facilitating this as it takes only persons

belonging to a particular age group and educational level. Being full time it excludes the entire working population from its scope. It also excludes those who are economically deprived. The attitudes and values it promotes have not generally been helpful to most of the working population. So the necessity for non-formal education to facilitate life long education through a variety of channels and arrangements, is now a recognised need in all societies. Besides with the very large proportion and backlog of uneducated and especially of illiterates in our State, the many avenues and opportunities for education that non-formal education can bring to us, it can be a very important instrument for educating our masses. Instruction is carried out in cooperation with many kinds of teachers e.g. social workers, health educators, agriculture supervisors, etc.

11.1.5 So far as Meghalaya is concerned 70 per cent of the population is illiterate. Only less than a quarter of the population is enrolled in the formal system. In literacy and in enrolment there are serious imbalances between the different areas of the State. The rate of drop-outs and failures in the system is very high. In developing a system of non-formal education an effort has to be made to identify the learning needs of different population groups. Most of the illiterates are adults. So the programmes of adult education should be among those that get priority in attention. Similarly the programme should cover the drop-outs from schools and also groups like the handicapped. The semi-illiterates who face the risk of lapsing into illiteracy, also need special attention in these programmes.

11.1.6 So far as the content of non-formal programmes are concerned, it is to be identified in relation to the needs of the different learning groups. However, some of the basic principles in doing this may be mentioned. The programmes should help the learners in meeting the needs of life as they live. They should be helpful in improving their competence and efficiency in the actual work situation. As a large majority of the people are from rural areas the programmes should show adequate sensitiveness to the needs of rural areas. The programmes should also be sufficiently flexible and adjustable to the life and work of the rural community.

11.1.7 So far as the agencies for organised non-formal education are concerned, it is necessary that at the State level, Government be the agency in-charge of these programmes.



However, in the actual designing and implementation of the programmes the emphasis and the policy should be on making maximum use of all available institutions and facilities. The various mission bodies, youth clubs, social service organisations, and other local agencies should be requested to undertake the programmes of non-formal organisation. It is only with the help of such voluntary agencies, that the immense task of non-formal education can be expected to be tackled and to make headway. But teachers, high school and college students can also be given a role in the organisation and conduct of these programmes.

## 11.2 Implementation, Staffing and Organisation

For successful implementation of the programme the need for an effective administrative machinery of Government at the State level cannot be over emphasized. An officer of the status equivalent to that of at least a Deputy Director should be in-charge of the programme who will be assisted by a number of supporting staff. The existing Government machinery for undertaking this task is quite inadequate in manpower and resources, and needs to be strengthened.

11.2.1 The existing administrative and training set up for the non-formal education programme in the Department is quite inadequate. Besides, at the time that the project was started, it was handicapped by the fact that there was not a single trained project officer in methods of non-formal education. However, Social Education Officers, and Lady Social Education Officers who were to be the supervisors of the programme were given training. A survey was conducted before the programme was launched, but it was not quite adequate.

11.2.2 In order to retain the benefits of having had non-formal education, it would be necessary to provide facilities for continuing education to prevent the learners from relapsing into stagnation.

1.2.3 The North-Eastern Hill University has a Centre for continuing Education which can assist the State by undertaking surveys, and collaborating with the relevant departments of the Government in many types of non-formal and continuing education programmes, including Adult-Education.

## COLLEGE EDUCATION IN RELATION TO THE HIGHER SECONDARY STAGE

12.1 College Education is important for the present purpose only where it has relevance to the pattern of 10+2+3, and wherever its present status necessitates readjustment, be it the pattern, finance, administrative, legislative or any other subject.

12.1.1 Meghalaya has 14 colleges. Of these 14 colleges, one teaches only the Pre-University Course and all the rest have the degree programme. The Commerce subjects are taught at the Pre-University level and at the degree level. Science subjects are taught at Pre-University level in six colleges. Of the 14 colleges, two are for women only, two for men only and the rest are co-educational. The first college in the State was started in 1924 and the second one in 1934.

### 12.1.2 Enrolment in P.U. Arts. 1975-76 / 1976-77.

	1975-76	1976-77		
	M	F	M	F
P U. Arts	1906	1907	2125	1639

## 12.2 Impact of +2 stage on the Colleges

The introduction of the Higher Secondary Course will result in some far reaching changes at the college level. It is possible that the total enrolment in colleges would be reduced, since at present more than 70 per cent of the college enrolment is at the Pre-University level. At least for some time the detachment of the Pre-University stage will render some staff and resources surplus. However, if we take into account the need for expansion of Higher Education and consider the possibility of increasing enrolment at the college level with the quantitative and qualitative improvement of school education, this reduction in number will only be a temporary phenomenon.

12.2.1 The introduction of the Higher Secondary Course should result in the improvement of the quality of College Education. With the streaming away of 50% of students into vocational courses at the Higher Secondary level, it is expected that only the better motivated and those who can derive greater benefit from the academic type of education will now be coming to join colleges. The college courses themselves will be of three years duration giving longer time for the students in the college. Because the students would be admitted at an age level 2 years higher than what it is now, it is hoped that the added maturity would give them greater ability to profit from the collegiate methods of teaching and working.

12.2.2 There is need to provide greater opportunities for in-service refresher programmes for teachers, which would help them to understand the latest developments in their fields, and also in the methods and techniques of teaching their disciplines. For this also the University has a far more effective role to play. Nevertheless what is important and of great urgency, is that Government and the North-Eastern Hill University must decide regarding the status of the Pre-University classes. They must decide whether the Pre-University is to be with the Colleges and +2 with colleges, or whether +2 is to be transferred to the school. Or yet another alternative, whether +2 is to stay in both. In deciding this question, the implications arising from these changes would need to be realised and planned for.

12.2.3 Regarding +2, under the existing conditions, it is possible to take it away from the colleges. But since school education is under the Directorate of Education and +2 will form part of the school education, a phased programme of taking over P.U. from the colleges would have to be prepared. It is expected that ultimately +2 would be part of school education where it rightly belongs. But since such a change has serious implications and would affect colleges adversely, the Commission feels that the transfer from the present status of P.U. to Higher Secondary may be done gradually.

12.2.4 The North-Eastern Hill University would need to take and should take an immediate decision regarding +3, and regarding the revision of the syllabus for +3, and for that of the +2 stage. It is understood that the possibility of having a 3 years Honours and a two years Pass Course at the degree level has also been discussed.

12.2.5 With the important and urgent decisions to make concerning the +2 and allied problems, it is necessary to indicate the present situation regarding colleges.

### 12.3 Administration and Financing of Colleges

Colleges in Meghalaya were affiliated to the Gauhati University. With the coming into force of the North-Eastern Hill University Act in 1973 the colleges sought affiliation to the North-Eastern Hill University. In its meeting held in November, 1973, the Academic Council approved the provisional affiliation of the colleges in the State which were already affiliated to Gauhati University. Because of the question of the Higher Secondary Course for colleges now teaching P.U. Courses, Government will need to provide for the smooth transfer in terms of legislation and administration, when this question is decided.

#### 12.3.1 Present position

The administration of Higher Education in Meghalaya presents a transitional picture at present. These colleges were governed by the Statutes and the Ordinances of the Gauhati University and the rules prescribed by the Government of Assam before the State of Meghalaya and the North-Eastern Hill University came into being. The Assam Aided Colleges Management Rules 1965 were followed so far as the Governing Bodies of the aided colleges were concerned. Section 21 (g) of the Gauhati University Act, 1947 applied to the conditions of recognition of the colleges and to the withdrawal of recognition whereas Section 23 (e) applied to the matters of affiliation and Section 23 (d) applied to the conduct of examinations. The North Eastern Hill University Act came into force in July, 1973. Because of the question of the Higher Secondary Course, suitable provisions will have to be made for the bifurcation of the jurisdiction regarding conducting of the examinations during the period of transition.

### 12.4 Financing of Colleges

Out of 14 colleges in the State, 2 are Government, 7 are deficit and 5 are unaided.

#### 12.4.1 Government Colleges

So far as the 2 Government Colleges are concerned, the staff originally recruited by the Assam Government, still conti-

nues on deputation from the Assam Government service. The regularisation and integration of the cadre will have to be judiciously considered.

#### 12.4.2 The deficit Colleges

The 7 deficit colleges are financially supported by the Government. 60% of the standard fee collected by these colleges is adjusted to the salary expenditure met by the Government. The entire expenditure (excluding contingencies which is met from the 40% fees), is borne by the Government. Under the existing rules, except for the enrolment criteria, there are no specific rules or procedures to bring a college under the deficit grant scheme. This question has, however, been considered under the chapter on Education Finance.

12.4.3 Only a few of the deficit colleges are run by recognised organisations. In other cases apart from the periodically constituted Governing Body, there is no managing agency for the college. This is a situation where there is nobody responsible for the long term planning and development of these institutions, and represents a serious managerial vacuum. Wherever such colleges may need reorganisation because of the separation of the Higher Secondary stage, the problem requires to be linked up to the question of the body to which it will require to be affiliated to.

12.4.4 The method of selection of teachers will have to be clearly enunciated for the Higher Secondary stage, and provisions made for problems thrown up during the transitional period.

#### 12.4.5 Adhoc colleges

Similar provisions will have to be made for adhoc colleges, during the transitional period. The question of regulating financial assistance has in general, been discussed in the chapter on Educational Finance.

### 12.5 Introduction of the UGC Scales

In May 1976 the Government of Meghalaya announced its decision to implement revised UGC Scales of pay to the college teachers in the State. In the implementation of this decision the Government, however, made some deviation from the UGC guidelines.

12.5.1 The revised pay scales of the UGC are paid on condition that the teachers will not get any extra remuneration for academic work done in the college including examination work. However, work in shifts and also part-time work in other colleges continue along with UGC Scales.

## 12.6 Changes in Course Structure at First Degree Level in Relation to the School Course.

University Courses usually are rigid and they have great resistance to change. Relevance to the environment and relationship to the actual needs of life and work do not always come in as the main criteria for selection of content. Some of the developments like the phenomenal explosion of knowledge, the rapid rate of its attrition, the ever increasing volume of knowledge and the revolution in communications make it imperative for the University to review the aims, structure and processes of the courses they offer.

12.6.1 The University Grants Commission has given thought to those problems and has issued some guidelines for the restructuring of the courses. These have relevance to those in the Higher Secondary Course, who may wish to continue further.

- a) The link between the school subjects and the subjects to be offered at first degree level should be less rigid.
- b) Combinations or subjects permissible at first degree level should be more flexible.
- c) College may offer general or special courses at Pass and Honours levels.
- d) Courses offered should be made to promote inter-disciplinary studies.
- e) The work experience should be introduced as an integral part of education at first degree level also.

## EDUCATIONAL LEGISLATION

13.1 Adequate legislation is essential if education in the State is to progress. The lack of legislation hampers Government from working effectively as it is unable to take concrete or adequate action for long term and short term plans. Nor is Government able without any legal basis to channelise the resources whether in teachers, or materials such as buildings, institutions etc for optimum benefit. For instance, absence of provisions to regulate establishment of educational institutions at all levels, or to regulate the conduct of teachers of educational institutions, or lack of provisions with regard to taking over of educational institutions with assets in case of mismanagement, - these are some of the situations that call for legal provisions which would enable Government to take more clear cut concrete action. In effect, without legislation, potentialities for education cannot be utilised for optimum result.

13.1.1 The situation described in the various stages of schooling from Pre-Primary to the High School level corroborate the fact of the great need for legislation.

13.1.2 As Meghalaya has achieved statehood it should have a comprehensive education act of its own for which education legislation is essential. Moreover, because of the rise of population and the expected increase in schooling, and also because of the expansion and widening of education at all levels, legislation and accompanying rules should be a must in order to make essential administration effective for real progress in education.

13.1.3 Annexure III in the Interim Report contains a suggested Meghalaya School Education Bill which is expected to provide for better organisation and development of school education in the State of Meghalaya, and for matters connected therewith or incidental there to. The Bill could be used as a base or a model to enact legislation.

13.1.4 The legal basis of the present system of education followed in Meghalaya is based on Acts and Codes prevalent during the period of the composite State of Assam. The list of such Acts and Codes are given in the appendices.

13.1.5 The Acts and Orders cover the many activities of the Education Department in exercising control, supervision, and so on, over the various subordinate executive-agencies.

13.1.6 With the passage of time and the changing concept of education, the rules are no longer comprehensive enough to regulate the multifarious activities of education to the desired extent in a manner suited to present-day requirements. They, therefore, need to be reviewed.

13.1.7 The Acts and Orders in use from the period of composite Assam are mostly codified executive orders. Education being social welfare activity and with large community involvement, its broad policies, principles and standards are required to be established by a legislated statute in the form of a comprehensive Act. Education Administration should therefore have statutory powers derived from the Act for execution of its policies and programmes through various rules and orders.

13.1.8 Moreover, Government, Central and State semi-government agencies, Local Bodies and Private Agencies are involved in managing educational institutions. Various agencies start new institutions and then request inspection and obtain permission. This will render it difficult to undertake any meaningful educational planning or qualitative improvement. To facilitate effective discharge of State responsibility in education vis-a-vis these agencies it is necessary that appropriate legislation is enacted for the regulation, control and supervision of these different agencies. This is also necessary in view of the public expenditure involved in supporting the institutions maintained by these agencies. Besides this legal foundation will ensure control, supervision, maintenance and determination of the standard of education in the State more effectively.

13.1.9 It is therefore recommended that a comprehensive Act covering school and college stages should be enacted by the State Legislature, and rules should be framed thereunder by the Government, after the enactment for execution of its policies and programmes.



## SUMMARY OF RECOMMENDATIONS

### 14.1 Problems of School Education and Enrolment

In regard to the Pre-Primary education, it is recommended that Pre-Primary education may largely remain in the private sector. Government may however, immediately provide training schools and model institutions in some towns and in rural areas. Nevertheless, the importance in general, of giving facilities to rural areas must be stressed.

14.1.1 It is recommended that the Primary stage have classes 1-4, but how the transition was to take place, could be decided by the Department/Government. It is recommended that A/B be done away with, and admission to class I be 6+, M.E. classes may be 5,6,7, and High School classes 8,9,10. Multiple entry must be allowed.

14.1.2 Concerning Primary Education, the replies to the questionnaire sent out by the Commission regarding the schools run by the District Council, clearly indicated that the schools were run most unsatisfactorily. The schools were not well organised, standards were low, and teachers untrained.

14.1.3 The very large and disturbing number of drop outs and the stagnation in Primary, Middle and High School call for some remedial action. In the Primary Schools, a child who enters Class A should progress to at least Class III. Specific suggestions are given in the relevant chapters. This can be helped if examinations are done away with up to Class III. In the Middle Schools the situation could improve if more schools with the minimum required amenities, (drinking water, sanitary fittings etc), and with hostel facilities are strategically located. This would help to minimise the number of drop-outs.

14.1.4 In High Schools the problem of stagnation would improve if there were more trained and qualified teachers, text books and amenities such as furniture, buildings etc.

14.1.5 Arrangements should be made to intensify effective Inspection and Supervision of Primary, Middle and High Schools to ensure that all schools, even in the remotest and especially, in inaccessible areas are covered.

14.1.6 Training of teachers should be a matter of priority for all levels of schools.

14.1.7 Teaching of science should be very seriously looked into. This is particularly so for Middle and High Schools, where initially at least, the necessary equipment needs to be provided, as well as trained teachers. Other measures could be taken gradually.

14.1.8 Clear administrative rules and directives for schools and their management are essential. The deteriorating standards in High Schools could be controlled by obliging schools to conform to rules and regulations for starting schools, which should be adhered to. This applies to all levels of schools.

14.1.9 In Primary and Middle Schools in particular, salaries of teachers should be systematised and made uniform.

14.1.10 The problem of grants, in particular to Middle Schools should be sorted out, as this problem affects payment to teachers who otherwise suffer unnecessarily.

14.1.11 For Primary Schools, an organisation under the aegis of a duly constituted agency, may be set up for production of suitable text books for Primary Education (both for English and Vernacular medium schools).

14.1.12 In High Schools, students should be provided with facilities for receiving guidance in selecting their courses of study and education.

## 14.2 Curriculum and Evaluation

“The Curriculum for the Ten-Year School” prepared, could set the guidelines for the new curriculum. However, the importance of relating education to the life, needs, and the aspirations of the people and to the environment of the learners is most necessary.

14.2.1 As the teaching of science and mathematics is necessary for productivity, as well as for developing a rational

outlook, it was emphasised that these subjects should be taught throughout the school stage.

14.2.2 The introduction of work experience at Class VIII, was considered to be important.

14.2.3 The most important step to be taken for the introduction of the new curriculum, would be the preparation of teachers, for which a comprehensive plan would have to be drawn up.

14.2.4 It is suggested that we take up the 10+2 pattern. But implementation will have to be done in a phased manner. The Interim Report has indicated how the change can be affected.

14.2.5 To reduce waste in Higher Education, streaming at the Higher Secondary stage should be introduced.

14.2.6 The Interim Report has suggested how vocationalisation can be introduced.

14.2.7 The schools in Meghalaya have various combinations of classes. It would be desirable if some standardisation is effected in this respect.

#### 14.2.8 Co-Curricular Activities

In order to promote Sports and Games in the schools in our State, the Government should increase the Grant-in-aid to the schools concerned, to enable them to implement their programmes.

14.2.9 Every school should have a teacher in-charge of sports who has passed the training course in Sports and Games. He should have complete charge and should be responsible for all sports activities.

14.2.10 In planning the school routine, it should be ensured that time is allotted for games and athletics. There should also be the opportunity to have a choice of the sports or games.

14.2.11 All students should participate in sports and in the facilities so provided.

14.2.12 The Sports Officer should ensure that all the coaches under him undertake tour programmes throughout the State, in order to popularise sports activities.

14.2.13 Schools, especially in the rural areas, should be provided with good playgrounds near the school buildings or nearby, to encourage students to practice.

14.2.14 Indoor games should also be encouraged in all the schools, as should play acting, debates, art activities, and also educational tours and other activities already mentioned in the body of the report.

#### 14.2.15 Text Books

A clear cut policy should be laid down for the preparation, selection and prescription of text books for the different stages of school education. It is necessary that Government tackle the problem to develop and make text books available. There should be a separate Text-Book Board for the State.

#### 14.2.16 Equipment

As the teaching of science needs very special attention in Meghalaya, it is essential to have funds for equipment for teaching science.

### 14.3 Teachers

Government should formulate a training policy, in order to cover the backlog of untrained teachers, and to meet the requirements for the future. In formulating such a policy it could use an up-to-date information system, and in order to make the training policy a success, Government may declare that training is a pre-requisite for teaching.

14.3.1 In order to improve the qualifications of teachers which is an immediate requirement, the following actions are recommended.

14.3.2 a) Government should lay down a minimum qualification for teachers at each level. The lowest qualification should not be lower than trained Matriculation. b) No persons without this qualification should be regularised as a school teacher. c) It is desirable that pay scales be improved and related to qualifications. d) A system of

more effective supervision of work and assessment of teachers has to be evolved. e) Those who do not satisfy the minimum qualifications for teaching may be given a period of five years to improve their qualifications. f) Facilities like study leave may be provided for improvement of qualifications.

14.3.3 The programmes of the existing training institutions need to be reviewed and revised, and there should be an emphasis on training teachers for rural schools.

14.3.4 There must be effective supervision without which any teacher improvement plan will not succeed. Supervision should also identify performance and appraise the results of the performance.

14.3.5 The selection and recruitment of teachers should be planned and operated more systematically, after working out projections of teacher requirements. The procedure for selecting teachers, should be such that there is some chance of selecting teachers with a propensity for teaching.

14.3.6 For the problems of salary and service conditions, see under Education Legislation and Education Finance.

#### **14.4 Educational Administration, Planning and Finance**

In order to have an efficient functioning of educational administration, it is essential that the educational objectives to be achieved are identified and translated into policies, programmes and action.

14.4.1 As far as the role of the District Councils is concerned, it was felt that a more detailed study of the problem in its various aspects could be undertaken by a body consisting of members from Government and other concerned organisations.

14.4.2 As regards Educational Planning it was felt that for balanced development of education in the State, and to ensure optimum utilisation of educational facilities, it was necessary that educational development be more effectively planned.

14.4.3 With the conditions changed from what pertained in the composite state of Assam, the changed conditions could be reflected in the administrative machinery for education. For instance, it would be desirable to separate administration

and academic supervision at the functional level. Decentralisation and delegation of authority may need re-examination to ensure that all the levels are functionally essential.

14.4.4 School mapping and systematic identification of all educational needs is necessary. The unplanned starting of institutions needs to be controlled.

14.4.5 In view of the conditions described in the report, it is proposed that the Inspection and Teaching Service may be amalgamated.

14.4.6 Supervision may be separated from inspection.

14.4.7 Concerning Education Finance, it has been pointed out that there needs to be a substantial increase in the current level of expenditure, as it is far from adequate. It must be noted that though the total budget increased, the allocation for education remained the same.

14.4.8 It is recommended that the grant-in-aid rules should be formulated to focus on a well conceived programme to ensure regulated expansion of education, and should specify norms for eligibility.

14.4.9 The allocation of Government assistance for different levels should be determined according to specified guidelines.

14.4.10 The definition for "Approved Expenditure" and "Approved Income" should be clearly laid down.

14.4.11 The method of issuing grants should be simple and should be related to the changing economic and social conditions.

14.4.12 Among other useful suggestions, is one which advocates helping institutions which have good academic performance, etc.

14.4.13 There should be the possibility of withdrawing grants when necessary.

#### 14.5 District Councils

It is necessary for the administrative machinery of the District Councils to be geared up; and there is need for

far greater supervision of the schools. The problem of the salary of the teachers and the conditions of their service will need to be worked out.

It had earlier been pointed out that it was felt that the schools were run unsatisfactorily.

#### **14.6 Voluntary Agencies**

Voluntary Agencies have had and still have a large role to play in the educational programme and the help of voluntary agencies in many levels of education, needs to be utilised.

#### **14.7 Research and Development**

Research regarding educational problems is important, especially as Educational Research is in its infancy in Meghalaya and should be undertaken. The various agencies concerned with such activities could usefully undertake problems for research. These could be conducted independently at the suggestions/request of institutions or of Government bodies.

#### **14.8 Technical and Vocational Education**

Technical and Vocational Education require special attention, especially in view of the total position, that is of lag in these fields, and their great importance in relation to the development of the State, especially in solving the problems of employment which would be satisfying to the people.

14.8.1 It is important to have a Directorate of Technical and Vocational Education, advised by a State Council for Technical and Vocational Education which should be able to put the programme through vigorously.

14.8.2 The Commission viewed with concern, the negative attitude of the educated towards blue collar jobs and the concomitant problems of the educated unemployed. It felt that a study should be undertaken on this attitude, which has added to the numbers of the educated unemployed, who are unwilling to attempt openings and possibilities for self employment.

14.8.3 The Commission also viewed with concern, the fact that local talents were not encouraged or tapped for technical training or employment except in the case of a very few.

## **14.9 Non-Formal Education**

The programme of Non-Formal Education has to be taken up more vigorously, and should be greatly expanded. The high percentage of illiteracy calls for this, as does the fact of the large number of drop-outs. The learning needs are different for different groups, and therefore the adult groups have to be taken into account in formulating programmes.

## **14.10 College Education in Relation to the Higher Secondary stage.**

The North Eastern Hill University would need to take an immediate decision regarding +3, and regarding the revision of the syllabus for +3, and for that of +2 stage etc.

**14.10.1** The position and condition of teachers in the Colleges vis-a-vis the present set up will need to be reviewed.

## **14.11 Educational Legislation**

The legal basis of the present system of education followed in Meghalaya is based on Acts and Codes, prevalent in the time of Assam.

**14.11.1** They cover various activities of the Education Department in exercising control, supervision, etc ; over the various subordinate executive agencies.

**14.11.2** With the passage of time and the changing concepts of education, the rules are not comprehensive enough to regulate various activities of education to the desired extent, in a manner suited to present day requirement, and therefore need review.

**14.11.3** The rules mentioned above are mostly codified executive orders. Education being social welfare activity with large community involvement, its broad policies, principles and standards, are required to be established by a legislated statute in the form of a comprehensive Act. Educational Administration should therefore have statutory powers derived from the Act, for execution of its policies and programmes through various rules and orders. Besides, this legal foundation will ensure control, supervision, maintenance and determination of standard of education in the State more effectively.



14.11.4 It is, therefore, recommended that a Comprehensive Act covering School and College stage should be enacted by the State Legislature, and rules should be framed thereunder by the Government after the enactment for execution of its policies and programmes.

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EXPLANATORY NOTE FOR APPENDICES

The first numeral in the tables/or chart in the Appendix refers to the chapter in the body of the Report.

PROBLEMS OF SCHOOL EDUCATION IN MEGHALAYA

Table 2.1 Percentage of failure in four subjects worked out from the Matriculation Results.

CO-CURRICULAR ACTIVITY

Chart 4.2 Suggested schemes of work and allocation of time.

Chart 4.S-1 Sports structure.

TEACHERS

Table 5.1 Qualifications and training of teachers (1973-74)

Table 5.2 Distribution of teachers under different management according to qualification and training (1973-74)

Table 5.3 Qualification and pay scales of different categories of Government teachers.

TECHNICAL EDUCATION

Table 10.1 Name and address of the College/Institution giving training and number of seats reserved for students from Meghalaya.

EDUCATION FINANCE

Table 6.E-1 Direct Expenditure in the salary of teachers.

Table 6 E-3 Per capita average Direct Expenditure in Institutes 1975-76.

EDUCATION LEGISLATION

- |                |  |
|----------------|--|
| Acts and Codes | 1. Assam Elementary Education Act.                             |
|                | 2. Meghalaya Board of School Education Act, 1973.              |
|                | 3. Assam Education Department Rules and Orders.                |
|                | 4. Assam Aided School Management Rules.                        |
|                | 5. Assam Aided College Management Rules, 1965.                 |
|                | 6. Assam Aided High and Higher Secondary Employees Rules 1960. |
|                | 7. Assam Aided College Employees Rules, 1960.                  |
|                | 8. Assam Aided M. E. School Teachers Rules, 1960               |



Table 2.1

## Percentage of Failure in Four Subjects (Maths, English, History, Geography)

YEARS	MATHEMATICS						ENGLISH					
	Boys	Failed	Percentage	Girls	Failed	Percentage	Boys	Failed	Percentage	Girls	Failed	Percentage
<b>TRIBAL</b>												
1974	1145	725	63.3	1130	105	8.3	1145	234	20.3	1130	367	32.4
1975	1131	816	72.2	1163	140	12	1131	210	18.5	1163	363	31.2
1976	1303	708	54.3	1265	102	8	1303	510	39.1	1265	499	39.4
<b>NON-TRIBAL</b>												
1974	1977	387	19.5	1820	25	1.3	1977	261	13.2	1820	308	16.9
1975	1980	582	29.2	1901	42	2.2	1980	371	18.7	1901	323	16.9
1976	2055	248	11.4	1984	36	1.8	2055	463	22	1984	557	28
YEARS	HISTORY						GEOGRAPHY					
	Boys	Failed	Percentage	Girls	Failed	Percentage	Boys	Failed	Percentage	Girls	Failed	Percentage
<b>TRIBAL</b>												
1974	1145	199	17.3	1130	373	33	1145	205	17	1130	401	35.4
1975	1131	349	30.8	1163	553	48	1131	158	13.9	1163	387	33.2
1976	1303	437	33.5	1265	480	38	1303	380	29.1	1265	628	49.6
<b>NON-TRIBAL</b>												
1974	1977	81	4	1820	168	9.8	1977	95	4.8	1820	231	12.6
1975	1980	232	11.7	1901	261	13.7	1980	168	8.4	1901	216	11.3
1976	2055	150	7.2	1934	169	8	2055	211	10.2	1984	278	14.1

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**Chart  
4.2**

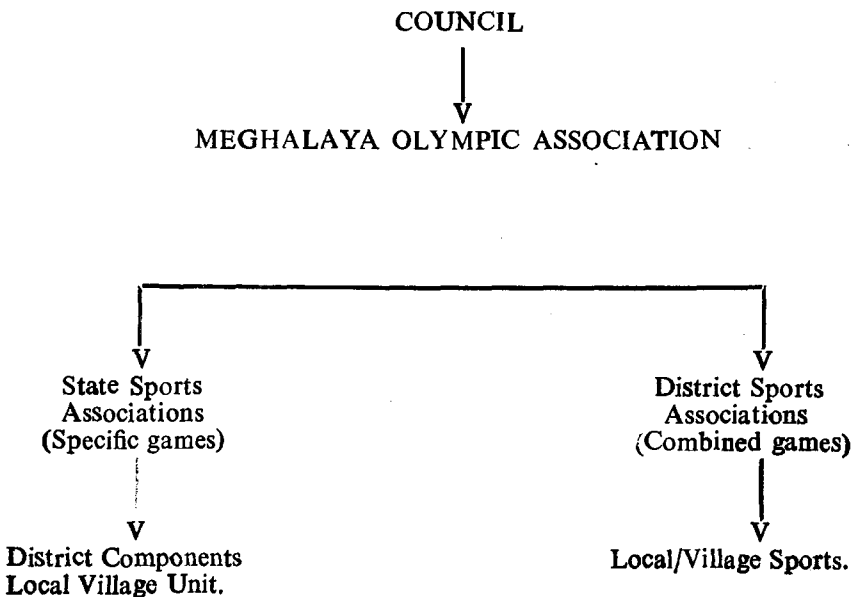
**Suggested Scheme of Work and Allocation of Time**

<b>Subject</b>		<b>Percentage of time to be allocated</b>
<b>Class/Languages</b>		
i. I to II	Mathematics ...	25
	Environmental Studies. ...	30
	Work Experience ...	25
	Health Education ...	10
	Physical Education. ...	10
ii. Class III to IV	First Language ...	10
	English ...	25
	Mathematics ...	25
	Environmental Studies (Social Science and General Science.) ...	20
	Work Experience ...	10
	Arts, music and asthetic activities. ...	5
	Health Education and Physical Education. ...	5
iii. Class V, VI, VII	Languages	
	a) Mother tongue ...	10
	b) English ...	15
	c) Third language ...	15
	2. Environmental Sciences Social Studies. ...	10
	3. Environmental Studies General Science. ...	15
	4. Mathematics (algebra geometry from Class V.) ...	20
	5. Work Experience ...	10
	6. Physical Education and Arts. ...	5
iv. Class VIII to X	Languages	
	a) Mother tongue ...	5
	b) English ...	15
	c) Third language ...	10
	2. Social Studies ...	15
	3. General Science ...	20
	4. Work Experience ...	10
	5. Mathematics (including logarithm, laws of indices main theorem) ...	20
	6. Physical Education and Arts. ...	5

**Chart**  
**4.S-1**

**SPORTS STRUCTURE**  
**STATE SPORTS COUNCIL**  
**15 MEMBERS**

1. Chairman — Minister Education.
2. Vice Chairman — Secretary Education.
3. Secretary — Sports Officer.
4. Member — D. P.I. Ex. Officio.
5. General Secretaries of the three District Associations.
6. Director of Sports, N. E. H. U.
7. Representative Finance Department.
8. 6 members of which 2 (two) are to be coopted by the Council.



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**DISTRIBUTION OF MEGHALAYA  
QUALIFICATION AND**

Table 5-1

Qualification	Below Middle		Middle or equivalent			Matric or equivalent			
	T	UT	T	T	UT	T	T	UT	T
Primary	35	164	199	1245	1739	2984	454	772	1226
Middle	1	6	7	21	114	135	132	453	585
Secondary	0	0	0	2	5	7	10	20	30
Total	36	170	206	1268	1858	3126	596	1245	1841
Percentage	17.5	82.5	2.9	40.5	59.4	44	32.4	62.6	20.4



**SCHOOL TEACHERS ACCORDING TO  
TRAINING (1973-74)**

Higher/Secondary/ PUC or equivalent		Intermediate or equivalent			Graduate or equi- valent			P.G. or equivalent			
T	UT	T	T	UT	T	T	UT	T	T	UT	T
48	124	172	15	64	79	54	52	106	6	..	6
57	195	254	28	154	182	67	153	220	12	3	15
11	29	40	14	66	80	221	398	619	56	47	103
116	350	466	57	284	341	342	603	945	74	50	124
24.9	75.6	6.6	16.7	83.3	4.8	36.2	63.8	13.4	59.7	40.3	70.50

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**DISTRIBUTION OF MEGHALAYA  
MANAGEMENT QUALIFICATIONS**

**Table 5.2**

	Below Middle		Middle equivalent			Matric		PUC./H.S.				
	T	UT	T	T	UT	T	UT	T	T	UT	T	
<b>Govt.</b>	16	23	39	127	196	317	100	110	210	30	40	70
<b>Local Body</b>	16	44	60	956	804	1760	277	353	630	25	44	69
<b>Aided Recog.</b>	3	50	53	157	553	710	198	632	830	52	237	289
<b>Aided Un-Recog.</b>	1	53	54	28	311	339	21	150	171	9	29	38
<b>Total</b>			206			3126			1841			466

**SCHOOL TEACHERS ACCORDING TO  
AND TRAINING (73-74)**

Intermediate			Graduate			P.G.			Total	Percentage
T	UT	T	T	UT	T	T	UT	T		
13	27	40	84	84	168	16	5	21	865	12.27
8	8	16	16	18	34	2	..	2	2571	41.33
30	237	267	212	474	686	48	30	78	2913	41.33
6	12	18	29	28	57	8	15	25	702	9.93
		341			945			126	7051	100.00

(x)

Table 5.3

## Qualifications and Pay Scales of Government Teachers

	Rs.	Qualifications
<b>I. SCHOOL SERVICES (SENIOR)</b>		
	Rs. 525—1,325	— Post Graduate with 10 years experience.
Class I	Rs. 525—1,325	—
	Rs. 475—1,125	— Post Graduate or experienced teachers.
	+ Rs. 75 p.m.	—
	Rs. 500—1,225	—
	Rs. 75 p.m.	—
Class II Service Teacher with Post Graduate Degree in Higher Secondary and Multipurpose School.	Rs. 475—1,125	— (two advance increment for B.T. degree holder)
Graduate Teacher of Higher Secondary and Multipurpose School.	Rs. 350—750	— (two advance increments for B.T.)
Graduate Teacher	(Agriculture) Rs. 400—900	
<b>II. SCHOOL SERVICES (JUNIOR)</b>		
Selection		Qualifications
Headmasters/Headmistress of Government High School.	Rs. 500—1,225	— 10 years experience
Principal, Basic Training Centre.		
Class I		
Assistant Headmaster/Headmistress of Government High School	Rs. 400—900	— Graduate with 10 years experience.
Class II		
Graduate Teacher	Rs. 325—650	— (one advance increment for Honours. Two advance increment for Post-Graduate B.T. holder).
<b>III. LOWER SCHOOL SERVICE</b>		
Government Middle/Junior Teachers of High School.		
Grade—'A'		
Head Teacher (Graduate) of Middle School.	Rs. 325—650	B.A.
Non-Graduate Headmaster.	Own grade pay plus special pay of Rs. 30 p.m.	
Matriculation Basic Trained Normal Passed teachers Intermediate Passed teachers	Rs. 260—425	
Grade 'B'		
Non - Matriculate Basic Trained teachers/Normal Passed teachers and Matriculate untrained.	Rs. 240—380	
Non-Matriculate untrained	Rs. 220—340	
	Rs. 195—270	(Non - Matriculate should not be recruited in future).

Table No. 10.1

Sl. No.	Name & address of the College/Institution	Branch of study	No. of seat reserved
<b>Engineering Degree</b>			
1.	Regional Engineering College, Kurukshetra Haryana	Civil Engg. Mech. Engg.	1 1
2.	M.B.M. Engg. College, Faculty of Engg. University of Jodhpur Jodhpur, Rajasthan.	Mining Engg.	1
3.	Regional Engg. College Rourkella, Orissa.	Mechanical Engg. Electrical Engg.	1 1
4.	Bengal Engg. College Sibpur, Howrah, West Bengal.	Mining Engg.	1
5.	Likhadhji Engg. College Morvi, Gujerat.	Civil Engg. Mechanical Engg. Electrical Engg.	1 1 1
6.	Sardar Vallabhbhai Regional College of Engg. and Technology Surat, Gujarat.	Civil Engg. Mechanical Engg. Electrical Engg.	1 1 1
7.	Faculty of Tech. and Engg. M. S. University of Baroda, Baroda, Gujarat.	Civil Engg. Mechanical Engg.	1 1
8.	College of Engg. Kakinoda, Andhra Pradesh.	Electronics	1
9.	J.T.U. College of Fine Arts and Crafts and Architecture, Hyderabad, Andhra Pradesh.	Architecture	1
10.	Tripura Engg, College, Tripura.		2
11.	Silchar Regional Engg. College, Silchar, Assam.		2
12.	Engineering College, Annatpur, Andhra Pradesh.	Electrical Engg.	1

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13.	Assam Engg. College Gauhati, Assam	Civil Engg. Chemical Engg.	2 1
14.	Jorhat Engg. College Jorhat, Assam.	Civil Engg.	1
15.	Pant College of Technology, Pantnagar.	Civil Engg. Mechanical Engg. Electrical Engg.	1 1 1

#### Polytechnic Education

1.	Govt. Polytechnic for Women Chandigarh	3 years radial Engg. & Electronics Arch. Asst. Ship	1 1
2.	Assam Engg. Institute, Gauhati, Assam.	3 years Mechanical Engg. Electrical Engg. Chemical Engineering	3 2 1
3.	M. R. H. The Prince of Wales Institute, Jorhat, Assam.	3 years Mechanical Electrical	1 1
4.	Assam Textile, Institute, Gauhati.	Textile Technology	2
5.	Dibrugarh Polytechnic, Dibrugarh, Assam.	Agriculture.	

#### Printing and Technology

1.	The Regional Institute of Printing & Technology, Calcutta.	Printing & Technology	
----	--	--------------------------	--

#### Craftsman Training

1.	Industrial Training Institute, Shillong, Meghalaya.	Electrician Wireman Machinist etc.	As per Govt Training manual for SC/ST
2.	Industrial Training Institute Tura, Meghalaya.	Welder Fitter etc.	,

**Sericulture and Weaving**

1.	Assam Textile Institute Gauhati	Textile Technology	2
2.	Central Sericulture Research & Training	Sericulture Post Graduate Course	2
3.	Central Sericultural Research Station Berhampore	Sericulture Post Graduate Course	2
4.	Sericultural Training Institute Titabar, Assam	Sericulture Certificate Course	7

**Medical, Agricultural and Veterinary**

Course	1974-75	1975-76	1976-77	1977-78
1. MBBS/Integrated seats	7	5	5	—
2. BDS/Pre-BDS seats	1	1	1	—
3. B.Sc. Agri/A.H.	—	—	22	—
4. Post-Graduate Course (M. Sc/Ph, D) in Agri/A.H.	—	7	7	—
5. BVSc/B. Sc Agri.	—	—	—	21
6. M. Sc/MVSc.	—	—	—	4

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## EXPENDITURE

Table 6.E-1

Type of Institutions	Salaries of Teaching staff	%	Salaries of other staff	%	Equipment and other appliance
1	2	3	4	5	6
High	58,82,285	78.7	5,99,312	8.0	2,26,164
Middle	37,39,509	78.0	3,88,720	8.1	88,286
Primary	1,03,29,267	97.8	1,20,127	1.2	89,523
Pre-Primary	2,59,223	95.0	..	..	7,002
Total	2,02,10,284	87.5	11,08,189	5.0	4,10,975



Appendix A (xv)

(DIRECT) 1975-76

%	Other items	%	Total	%	From Govt. Funds (includes Col. 6)	%
7	8	9	10	11	12	13
3.1	7,50,465	10.2	74,58,226	100	61,98,713	83.1
1.9	5,75,167	12.0	47,91,682	100	41,18,438	85.9
0.8	21,976	0.2	1,25,60,893	100	95,06,969	90.0
2.5	7,070	1.5	2,73,295	100	2,16,253	79.1
1.7	13,54,678	5.8	2,30,84,096	100	2,00,40,370	86.8

## EXPENDITURE (DIRECT) 1975-76

Table 6.E-3

Institutions	No. of Institutions	Average monthly expenditure on each institution	No. of teachers	Average monthly expenditure on each teacher
High School	147	Rs. 4228.00	1263	Rs. 388.11
Middle	387	Rs. 1033.95	1623	Rs. 192.2
Primary	3195	Rs. 275.45	4680	Rs. 183.92
Pre-Primary	310	Rs. 73.46	350	Rs. 61.71
Total	4039	Rs. ..	7916	Rs. ..

**MEMBERS OF THE SUB-COMMITTEES**

**Elementary Education**

1. Prof. A. Warjri.
2. Smti. Judy Shullai.
3. Father Frantin.
4. Smti. M. D. Pugh.

**Technical and Vocational Education**

1. Prof. A. Warjri.
2. Fr. M. C. Thomas.
3. Shri H. J. Bawri.
4. Shri R. Khongwir.
5. Smti. M. D. Pugh.

**Curriculum**

1. Fr. A. Joseph.
2. Dr. K. J. Joseph.
3. Raj N. K. Khare.
4. Shri H. Fancond.
5. Smti. Q. Ranjah.

**Non-Formal Education**

1. Shri C. Wolflang.
2. Smti. H. D. Gashnga.
3. Shri I. K. Sangma.
4. Smti. Asorphy Roy.
5. Smti. S. Swer.
6. Smti. Hanifa Ahmed.

**Women's Education**

1. Smti. Q. Rynjah.
2. Smti. B. Khongmen.
3. Smti. E. N. Shullai.
4. Smti. S. Swer.



APPENDIX C (i)

**MEMBERS OF THE WORKING GROUPS**

**Enrolment at Different Levels special measure  
to help the disadvantaged**

1. Shri. C. Wolflang.
2. Shri R. Hay.
3. Shri S. Jyrwa.
4. Shri E. R. Tariang.
5. Smti. H. D. Gashnga.

**Supervision and Administration of School Education**

1. Shri. C. Wolflang.
2. Shri R. N. Dutta.
3. Shri I. K. Sangma.
4. Shri A. Hannan.
5. Mother Anne.
6. Smti. E. N. Shullai.
7. Smti. Q. Rynjah.

**Primary Schools**

1. Shri I. K. Sangma.
2. Shri F. Goldsmith.

**Teacher Development**

1. Dr. K. J. Joseph.
2. Dr. Kerma Lyngdoh.
3. Shri R. N. Hazarika.
4. Shri R. S. Lorit.
5. Fr. George.

**Research and Development**

1. K. J. Joseph.
2. Smti Judy Shullai

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3. Shri K. C. Deka.

4. Shri C. Wolflang.

**Educational Finance in Meghalaya**

1. Shri R. N. Dutta.

2. Prof. T. Mathew.

3. Shri I. K. Sangma.

**Higher Education.**

1. Dr. K. J. Joseph.

2. Mother Anne.

3. Fr. A. Joseph.

APPENDIX D

EDUCATION COMMISSION OF MEGHALAYA  
1975-76

QUESTIONNAIRE





(iii)

V. S. JAJA, I.A.S.

Telephones—Residence : 3224

Office : 6870

**DIRECTORATE OF PUBLIC INSTRUCTION  
DEPARTMENT OF EDUCATION**

Additional Secretariat Building  
SHILLONG

Member Secretary, Education  
Commission of Meghalaya,  
Director of Public Instruction,  
Government of Meghalaya,  
Chairman, Meghalaya Board of  
School Education, and  
Ex-officio Joint Secretary to  
the Government of Meghalaya,  
Education, etc., Departments.

Date \_\_\_\_\_ 1976

DEAR SIR,

As you may be aware, the Government of Meghalaya have appointed a Commission to inquire into all aspects—Academic, Administrative and Financial—of the prevailing system of school education in Meghalaya with special reference to general education from pre-Primary to Higher-Secondary level, to make recommendations on the implementation of 10+2 schooling system in Meghalaya in all aspects together with a suitable system for a Two-Year post High School Education, to make a special study of technical education in the State, the need for introducing vocational education at various levels of school and to recommend the manner in which vocational education can best be introduced in Meghalaya. The Commission has got Dr. Chandran D.S. Devanesen, Vice-Chancellor, North-Eastern Hill University and Member, University Grants Commission, as its Chairman, and Fr. A. Joseph, S.D.B., Principal, St. Anthony's College, Shillong, as its Vice-Chairman. The Members of the Commission are Rev. B. M. Pugh, Member, Central Advisory Board of Education, Dr. R. G. Misra, Dean (Co-ordination), National Council of Educational Research and Training, New Delhi, Prof. D.S. Rawat, Head of the Department of School Education, National Council of Educational Research and Training, New Delhi, Prof. Alexander Warjri, Member, Meghalaya Legislative Assembly, Shri Irwin K. Sangma, Deputy Secretary, University Grants Commission, and Ex-Deputy Director of Public Instruction, Meghalaya, and Shrimati Q. Rynjah, Headmistress, Pine Mount School, Shillong. Shrimati M. D. Pugh is the Member-Joint Secretary of the Commission, and I am its Member-Secretary.

2. The Commission has prepared a Questionnaire for eliciting views of persons associated with or interested in school education on various aspects of education in the State. A copy of the Questionnaire is being sent to you with this letter with the request that you may kindly favour the Commission with your views on various questions raised therein. The Commission would be grateful if you will illustrate your views wherever possible.

3. You may kindly feel free to give your frank views on whatever question that interest you. Should the space provided against any question be inadequate, you may please record your opinion on a separate sheet of paper which may be attached to the Questionnaire. You may also feel free to write on any aspect of educational which you think has not been included in this Questionnaire.

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4. If you so desire, the replies to the Questionnaire will be treated as confidential and your views expressed therein will not be published as having emanated from you.

5. Kindly indicate in the body of the Questionnaire if you would like to meet the Commission in person and discuss the various views you have expressed in the Questionnaire.

6. The Questionnaire is being sent to all the Ministers of Meghalaya, Members of Parliament from Meghalaya, Members of the Meghalaya Legislative Assembly, Senior Administrators, University Professors, College Principals, Headmasters of High Schools, other educationists, Churchmen, Social Workers and other categories of people representing various professions. If any of your friends or colleagues would be interested in sending his views, he may please be advised to write to us and we will try to send him also a copy of the Questionnaire.

7. The Commission requests you to return the Questionnaire and your replies to the undersigned at the above address by June 30, 1976.

Yours faithfully,

(V. S. JAJA)

# **EDUCATION COMMISSION OF MEGHALAYA**

1. Name in capital letters :
  
2. Address :
  
3. Brief details of your association with education :
  
4. I would/would not like to meet the Commission in person to discuss my views expressed herein.
  
5. My views may/may not be treated as Confidential and my name may/may not be published, if considered necessary.

*Signature*

(Paras 4 and 5—Please strike out whichever is not applicable)



## 1. GENERAL

- Q. 1. What do you think are the particular problems in the field of school education in Meghalaya, and how can they be precisely identified ? (*Educational statistics pertaining to Meghalaya may kindly be seen at Appendix I*).
- Q. 2. What, in your opinion, should be long term educational plans and objects in a State like Meghalaya ? The major tasks facing education in Meghalaya are increasing enrolment in rural areas, reducing illiteracy, improvement of the quality of education and adapting it to the present needs, revising the curricula and raising teacher's qualifications, introduction and expansion of scientific, technical and vocational education, diversification of secondary education, strengthening of educational research and training and modernisation of educational administration. Do you think there are any other aspects of educational development with deserve mention along with those mentioned above ?
- Q. 3. What, in your view, should be the main considerations for determination of standards of education ?
- Q. 4. What measures should be taken to achieve higher standards ?
- Q. 5. What, in your opinion, needs to be done to minimise, and eventually altogether rule out, the chances of sub-standard schools coming into existence and continuing to exist ?
- Q. 6. How far, in your experience and knowledge, the Department of Education and Meghalaya Board of School Education have been able to take such measures ?
- Q. 7. What statutory power should be vested in the Directorate of Public Instruction to enable it to exercise better control over school education, with a view to promoting better direction and supervision and determination of standards of education ?
- Q. 8. Do you find the current procedures for giving grants-in-aid, as adopted by the Directorate of Public Instruction, adequate ? Do these procedures provide for proper scrutiny of the utilisation of the grants ? If not, what are your suggestions ?
- Q. 9. Do you find the current norms guiding the grants-in-aid in respect of the physical requirements of the aided schools such as buildings, equipment, laboratories, libraries, book banks, teaching aids, sports facilities, hostels and other student amenities (the list is only indicative) adequate ?
- Q. 10. What is your assessment of the effectiveness of, and deficiencies if any, in the present system of grants followed by the Directorate of Public Instruction ?

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Q. 11. What, in your opinion, is the effectiveness of, and deficiencies if any in the following programmes of the Department of Education ?

- (a) location of schools,
- (b) scholarships and other incentives to students,
- (c) text books,
- (d) school buildings,
- (e) medical facilities to students,
- (f) women's education,
- (g) adult education,
- (h) pre-primary education,
- (i) non-formal education and functional literacy,
- (j) guidance and counselling services,
- (k) vocational education,
- (l) professional education,
- (m) education of the handicapped,
- (n) talent search and nurturing of talent,
- (o) moral education,
- (p) physical education,
- (q) art and music education,
- (r) language education,
- (s) hostel facilities,
- (t) school libraries,
- (u) book banks,
- (v) sports,
- (w) youth welfare,
- (x) polytechnic and technical education,
- (y) health education, sex education and population education,
- (z) educational research and extension services.

Q. 12. What are your views regarding autonomous schools ?

Q. 13. There is an impression in certain quarters that a large number of private schools which have emerged during the last few years are not serving the interests of the society. A distinction, however, should be made between the private schools run by the individuals and families and those run by religious organisations and registered trusts on the lines of the public schools. A debate is going on at the national level whether private enterprise in education, which has often contributed substantially to the quality of education, should be allowed or not. Kindly give your views.

Q. 14. Most public schools in the country as well as in the State are run by religious organisations or other private organisations. Meghalaya has the unique distinction of having the only public school for girls (Pine Mount School, Shillong) run entirely by the Government. The quality of education imparted in this school is not generally

considered inferior to that of any school run by private organisations. There have been demands from other districts of Meghalaya to start a number of such schools for boys and girls all over the State. Kindly give your views in this regard.

- Q. 15. Paragraph, 6 (i) of the Sixth Schedule of the Constitution of India says, "The District Council for an autonomous district may establish, construct or manage primary schools.....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." An agreement was signed between the then Government of Assam and the Garo Hills District Council, and the Khasi and Jaintia Hills District Council, transferring the primary education to the District Councils with effect from 1st June 1961 and 1st April, 1962, respectively. What, from your knowledge and experience, has been the nature and extent of the control exercised by the District Councils over the functioning of the primary schools in the State?
- Q. 16. Although Section 12 of the Meghalaya Board of School Education Act, 1973, empowers the Board of Education to regulate, supervise and control primary education in the State, the proviso of the same section precludes any such exercise of power by the Board before the State Government, by a notification, empowers the Board to exercise such powers in consultation with the District Councils. Do you consider these restrictions of the powers of the Board of Education with regard to primary education necessary?
- Q. 17. The Directive Principles of State Policy as enshrined in the Constitution of India (Part IV, Art. 45) say, "The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years." We have failed to achieve what the Constitution had guaranteed in 25 years from the commencement of the Constitution. What measures, legislative, administrative and financial, the State Government should take to translate this constitutional guarantee into a reality within the current decade?
- Q. 18. Is the present system of primary education in Meghalaya adequate for the realisation of the above-mentioned national objectives as well as its proper functioning in the interest of the welfare of the State?
- Q. 19. Do you think that gradual amalgamation of the primary and middle levels, wherever possible, will help secure more intensive use of buildings, libraries, equipment and teachers, and will ultimately, coupled with some measure of legislative compulsion, bring us nearer to the national goal as set forth in the Constitution of India?

An uniform pattern of 10+2+3 system of education is being introduced throughout the country. The Meghalaya Board of School Education have already introduced an uniform ten-year

chooling system. The new system envisages transfer of the two-year post-High School or pre-Degree course from the University to the State Board of School Education. The three-year Degree course will continue with the University.

- Q. 20. Would you advocate appropriate amendment of the Meghalaya Board of School Education Act, 1973, to include the two-year post-High School Education, or would you recommend creation of a separate Board for this purpose ?
- Q. 21. Whether, in your opinion, the two-year post-High School stage should form part of the existing High Schools or should this level of education constitute independent institutions which may be called junior or intermediate colleges ?
- Q. 22. Do you think that the administrative set-up of the Department of Education both at the Directorate and the District/Subdivisional levels, requires any changes in its content and structure ?
- Q. 23. The direction and supervision of education at present is not geared to science education. What new organisational pattern would you suggest both at the Directorate and the District levels to enable the Department of Education to give a positive thrust to the science programme ?
- Q. 24. In accordance with the recommendations of the Indian Education Commission (1964-66) a new organisation known as the State Council of Educational Research and Training is being set-up by the Department of Education to look after the work pertaining to educational research, training, extension and publication. Do you think that this organisation should be an autonomous body, or should it form part of the Department of Education ?
- Q. 25. What norms, in your opinion, should guide the school-fee structure in different types of schools and at various levels of schooling ?
- Q. 26. In view of the Constitutional guarantee that elementary education will be provided free, would you advocate a policy whereby all schools imparting elementary education should be made to abide by this policy ?
- Q. 27. If the policy as mentioned above is followed, what suggestions have you to offer regarding those schools whose standards of education are recognised to be of a very high order and whose tuition fee pattern is also higher than that of the ordinary schools ?

## 2. TEACHER TRAINING PROGRAMME

The training of teachers should have the highest priority in any programme of education. The curricula and methods in use in the teacher training institutions in Meghalaya need to be examined with critical attention particularly in two directions — their relevance to the social and educational problems in the State, and, secondly, to what extent they reflect the new insights which modern advances in the basic discipline of knowledge, including Science education, have formulated. The existing teacher training



programmes at the elementary level are of two types. The basic training centres which train teachers for Lower Primary and Pre-Primary classes (Classes A, B, I, II, III) admit candidates with the minimum qualification of Class VIII and the duration of the course is one year. The institutions training teachers for middle classes (Class IV to Class VI) are known as Normal Schools and the minimum qualification for admission to the course is High School Certificate. The duration of the course is two years. The Secondary School teachers are trained at the Post-Graduate Training College, Shillong, and St. Mary's College, Shillong. The minimum qualification for entrance is a Bachelor's Degree, the duration is one year, aimed at post graduate degree known as Bachelor of Education. The first two courses are supervised by the Directorate of Public Instruction and the third course is supervised by the North-Eastern Hill University. At the primary level, the rules regarding minimum qualifications of teachers have not been adhered to and approximately 50 per cent of the teachers working in Primary Schools have qualifications below VIII Class pass and only 25 per cent of them are trained. At the middle level, the qualifications are not generally compromised, but the number of trained teachers is not more than 25 per cent. The same is true of the secondary level. There is an urgent need to re-organise the teachers' training programme in the State, so that the colossal backlog of untrained teachers which we have inherited from the past may be cleared within a short time.

- Q. 28. It has been urged by the National Council of Educational Research and Training that the minimum essential qualifications required for primary teachers should be full secondary education followed by a two year professional training. It has been suggested that the first year course may be common for both pre-Primary and elementary school (Classes A, B, I, to VI) and that there should be branching of the course in the second year. Do you agree with this proposal or do you have any different suggestions to offer ?
- Q. 29. Locational distribution of training institutions unavoidably results in relatively smaller institutions. Do you think that it would be preferable to have amalgamated and comprehensive institutions for elementary teachers (right down from Classes A, B, I to VI) sufficiently large in size, which will be able to secure greater range in staff competencies, composition of student body and more intensive use of libraries and equipment facilities ?
- Q. 30. What do you consider to be adequate minimum qualifications for teachers who would teach at the pre-Primary, Primary, Middle, Secondary and the proposed two-year post-High School level ?
- Q. 31. A training programme for the future will also have to take into account the colossal back-log of untrained teachers already in employment. Suggestions have been made regarding special short-term training programmes, summer/winter or holiday classes part-time teaching arrangements, snow-ball programmes and correspondence courses to solve this problem. What, in your opinion, would best suit the conditions in Meghalaya, specially considering the fact that most untrained teachers are in rural areas without any locational advantages ?

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- Q. 32. The system of appointing untrained teachers first and then sending them for training at a later stage also needs rethinking. The number of teachers deputed for inservice training every year is neutralised by retirement of an equal number of teachers and appointment of untrained teachers in their place which keeps the number of trained teachers at a more or less constant figure. Some advocate a hard line that no untrained teacher should be allowed to wield the authority of a teacher in a class room. Some feel that it may be unavoidable to take untrained teachers and, therefore, we must insist on higher educational qualifications (pre-University for Primary teachers, B. A. for Middle teachers and M. A. for Secondary teachers) in lieu of professional qualifications and on their subsequently obtaining professional qualifications through non-formal systems like correspondence courses, etc., within a specified period. What are your views on the subject ?
- Q. 33. The qualitative improvement in education makes it imperative that teachers keep abreast of modern advances in educational theory and practice and in their own fields of specialisation. An attempt has been made by the Department of Education to conduct short term refresher courses for this purpose. How far, in your knowledge, have these courses been useful ?
- Q. 34. It has often been suggested that teacher training institutions should be residential as the prospective teacher not only learns the elements of his arts in the institution but also cultivates in him a sense of belonging to the profession. Do you agree with this view ?
- Q. 35. Before any reorganisation of the teacher training programme is taken up, do you think it would be essential to do some thinking about teacher educators ? You may like to offer your views on the criteria guiding the selection of teacher educators, their qualifications, their training, etc., so that we can achieve the aim of making our teacher training institutes creative centres of educational advancement.
- Q. 36. It is generally accepted that the professional education of teacher educators working in the elementary teacher training institutions should be differently oriented than that of the teacher educators working in the secondary teacher training institutions. It has been accepted that the outlook and skills needed in dealing with children of lower age group is not the same as for adolescent children. What are your views in this regard ?
- Q. 37. Do you think there should be separate graduate and post-graduate courses for elementary teacher educators and secondary teacher educators ?
- Q. 38. The National Council of Educational Research and Training have suggested that there is an immediate need for a form of teacher education that would bring the pre-school and primary education closer together, especially in the areas introducing pre-school methods and approaches into the primary school. The decision for introducing this integration at the level of teacher training was placed in a note to the Steering Committee of the National Council

for Teacher's Education by the Chairman of the Pre-School Teacher Education Committee. The National Council of Educational Research and Training have recommended an integrated 2-Year Course in pre-school and primary teacher education which is intended to train teachers who would be capable of teaching children in the age group 3 — 8. What are your views in this regard ?

- Q. 39. The proposals of the National Council of Educational Research and Training indicated above would, in fact, create a two tier teacher education system, viz., that of a 2-Year integrated pre-primary and a primary course with 10-Year High School as the minimum qualification and a B. Ed./M. Ed. of one year duration each separately for elementary and secondary education. The Normal Schools will thus be converted into post-graduate institutions teaching B. Ed. courses for elementary education. Do you think this attempt at specialisation of teachers for the various levels would be a more satisfactory system than the present one ?
- Q. 40. Do you think introduction of M. Ed. course in Meghalaya would better equip the Secondary teachers in so far as professionalism is concerned ?
- Q. 41. Should teacher training institutions be run exclusively by the Government, or private organisations should also be permitted to start such institutions ?
- Q. 42. If your preference is for the latter, what kind of Government control over the private teacher training institutions would you advocate ?

### 3. TEACHERS' WELFARE

- Q. 43. What pay scales would you consider adequate for Primary, Middle and Secondary teachers in Meghalaya? Kindly give justification if you advocate a departure from current norms guiding teachers' salaries. (*For current pay-scales of Government teachers, kindly see Appendix II*).
- Q. 44. Should salaries be related to educational qualifications or professional qualifications, or both?
- Q. 45. How, in your opinion, can improvement in the quality of teachers/teaching be achieved?
- Q. 46. What are your views on teacher's amenities like medical cover, leave rules, children's education, provident fund, retirement benefits, residential accommodation and other matters which you consider important? What improvements would you suggest in this direction?
- Q. 47. What are your views regarding teacher's associations and organisations ?
- Q. 48. What steps you would suggest should be taken to improve the image of teachers in the society?

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- Q. 49. Would you suggest any special measures for the welfare of teachers in Meghalaya?
- Q. 50. Do you think formulation of a formal code of conduct for teachers would help achieve qualitative improvement in the field of education? If so, what do you consider should be the main ingredients of such a code of conduct?

#### 4. CURRICULUM

The National Council of Educational Research and Training have prepared a framework of the curriculum for the uniform pattern of 10-year schooling which is proposed to be introduced throughout the country. In the framework, the areas of school work have been specified as follow:—

##### (a) Classes I and II

(i) First Language, (ii) Mathematics, (iii) Environmental studies (social studies and general science), (iv) Work experience and the arts, (v) Health education and games ;

##### (b) Classes III, IV and V

(i) First Language, (ii) Mathematics, (iii) Environmental studies I (social studies), (iv) Environmental studies II (general science), (v) Work experience and the arts, (vi) Health education and games ;

##### (c) Classes VI, VII, and VIII

(i) The first Language continues and a second is added (Hindi or English), (ii) Mathematics (including algebra and geometry), (iii) Social science (elements of history, geography, civics, economics), (iv) Science (elements of the physical science and the life science), (v) The arts, (vi) Work experience, (vii) Physical education, health education and games.

##### (d) Classes IX and X

(i) The first and second language continue and a third is added (English or any other Indian language), (ii) Mathematics (including algebra and geometry), (iii) Social science (history, geography, civics, economics, psychology), (iv) Science (the physical sciences and the life sciences), (v) The arts, (vi) Work experience, (vii) Physical education, health education and games.

The above framework is illustrative of school work. One may get an impression that there are too many subjects, but in the integrated system envisaged, the actual number of subjects will not be many. The first language will be learnt through environmental studies and games. Mathematics will be learnt through work experience, the arts and games. In this model, the first language will remain the medium of instruction while the other two languages will be learnt through Science and Social Sciences. There will be 240 working days in a year, out of which 220 days will be for instructions and 20 days for school games and community service. Instructional time in lower primary may be three to four hours and in the upper Primary

and lower Secondary class not less than five hours. This framework of curriculum raises certain issues of vital importance for Meghalaya.

- Q. 51. What are your views regarding this curriculum and do you think this would suit education in Meghalaya ?
- Q. 52. What, in your opinion, should be the first language for various linguistic groups in Meghalaya ? (At present, the recognised first languages are Khasi, Garo, Bengali, Assamese, Hindi, Nepali and English).
- Q. 53. Do you think that only the mother tongue should be the first language ?
- Q. 54. Since the National Council of Educational Research and Training model curriculum envisages the use of the first languages as the medium of instruction from Class I to Class X, do you think that Khasi and Garo will be suitable as the first languages, considering that the use of these two languages as the medium of instruction at the Secondary level would throw up innumerable problems connected with the development of syllabus, translation and production of text books and other curricular material ?
- Q. 55. Assuming that there would be those who would advocate the use of Khasi and Garo as the medium of instruction from Classes I to X as well as those who would advocate the use of English for the same purpose, do you think there would be any cultural and social factors to be taken into account before taking a policy decision on this matter ?
- Q. 56. At present, children hailing from Khasi, Jaintia and Garo Scheduled Tribes switch over to English as the medium of instruction at the secondary level and have to compete with children hailing from the linguistic minorities like Bengali, Assamese and Hindi who have learnt through their mother tongues right from Classes I to X, and this puts the tribal children at a considerable disadvantage in many respects. How can this be remedied ?
- Q. 57. What in your opinion, should be the first, second and the third languages for Khasi, Garo, Bengali, Assamese, Nepali and Hindi-speaking communities ?
- Q. 58. As it is recognised that Science education has a strategic role in the process of adapting education to the needs of rapid social and economic change and teaching of Science and Mathematics is a powerful means for developing the attitude of critical enquiry, what are your views regarding introduction of compulsory Science education from Classes I to X as recommended by the UNESCO and the Government of India ?
- Q. 59. Do you think it will be possible to promote Science education, specially amongst the tribal children, by offering financial incentives like special grants, stipends and Science scholarships, etc., or do you think that these incentives should be reserved for meritorious students only ?

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- Q. 60. Do you think that Khasi and Garo languages will be a fit medium for Science instruction at the secondary level immediately, and will transference to English medium Science education at post high school and degree levels adversely affect a student's efficiency and comprehension?
- Q. 61. The pilot phase of the UNICEF Science Projects has been introduced in Classes III and VI of selected primary and middle schools in Meghalaya from the session beginning in March 1976. Do you think it advisable for Meghalaya to embark on a wider phase of the programme without waiting to see the results of the pilot phase?
- Q. 62. What should be the contents of the work experience programme at the various levels of schooling? Do you think that the contents of this programme should be different for rural and urban schools?
- Q. 63. The Government of India have recommended introduction of vocational education at the two-year post-high school level. Do you think that some vocational subjects should be introduced at the secondary level as well? Should vocational subjects be compulsory or optional?
- Q. 64. Whether the vocational education at High School and Post-High School stages should be part of the General stream or should there be a separate Vocational stream containing general subjects?
- Q. 65. The vocational education at High School as well as 2 year Post-High School level can be either terminal or can leave the students free to opt for vocational or general stream at a subsequent level. What are your views, and whether the transference from Vocational stream to General stream and vice-versa be conditional, and, if so, what these conditions should be?
- Q. 66. As the introduction of vocational education would be related to the actual employment potential/needs of particular districts/sub-divisions/Blocks/areas, would you like to specify from your personal experience and knowledge (1) the adequacy of vocational education facilities already available and (2) the type of study or survey which should be conducted to identify the needs and potential of different areas in respect of employment opportunities?
- Q. 67. What trades should be introduced in the field of vocational education at the Secondary as well as post-High School level?
- Q. 68. What are your views regarding the proposal to make physical education compulsory as an integral part of the curriculum?

# APPENDIX I

APPENDIX D (xvii)

## EDUCATIONAL STATISTICS AT A GLANCE—MEGHALAYA 1976

<p>1. Area of the State in Sq. Kms .. 22,489</p> <p>2. No. of Districts .. .. 3</p> <p>3. No. of Subdivisions .. .. 5</p> <p>4. Population (1971 Census)—</p> <p style="padding-left: 20px;">(i) Total .. .. 10,11,699</p> <p style="padding-left: 20px;">(ii) Males .. .. 5,20,967</p> <p style="padding-left: 20px;">(iii) Females .. .. 4,90,732</p> <p style="padding-left: 20px;">(iv) Rural .. .. 8,64,529</p> <p style="padding-left: 20px;">(v) Urban .. .. 1,47,170</p> <p>5. Density of Population per Sq. Km (1971 Census).— 45</p> <p>6. Literacy percentage (1971 Census)—</p> <p style="padding-left: 20px;">(i) Total .. .. 29.49</p> <p style="padding-left: 20px;">(ii) Male .. .. 34.12</p> <p style="padding-left: 20px;">(iii) Female .. .. 24.56</p> <p>7. Literacy percentage in India (1971 Census)—</p> <p style="padding-left: 20px;">(i) Total .. .. 29.45</p> <p style="padding-left: 20px;">(ii) Male .. .. 39.45</p> <p style="padding-left: 20px;">(iii) Female .. .. 18.70</p>	<p>8. No. of Villages (1971 Census)—</p> <p style="padding-left: 20px;">(i) Inhabited .. .. 4,583</p> <p style="padding-left: 20px;">(ii) Uninhabited .. .. 399</p> <p>9. Number of Habitations (as on 31st December 1973). 4,841</p> <p style="padding-left: 20px;">Habitations with a —</p> <p style="padding-left: 40px;">(i) Primary School/Section .. 2,792</p> <p style="padding-left: 40px;">(ii) Middle School/Section .. 282</p> <p style="padding-left: 40px;">(iii) High/Secondary School/Section .. 75</p> <p>10. (i) Total Budget allotment of the State (1975-76). 34,58,46,795</p> <p style="padding-left: 20px;">(ii) Expenditure on Education (1975-76) 3,60,52,174</p> <p style="padding-left: 20px;">(iii) Percentage of Expenditure on Education (1975-76). 10.42</p> <p>11. Expenditure (1975-76) (Non-Plan and Plan excluding C.S.S.)—</p> <p style="padding-left: 20px;">(i) Primary Education .. .. 1,20,44,743</p> <p style="padding-left: 20px;">(ii) Secondary Education .. .. 1,39,24,005</p> <p>12. Cost per pupil (1975-76) in—</p> <p style="padding-left: 20px;">(i) Primary Schools .. .. Rs. 66.82</p>
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(ii) Secondary Schools	Rs. 262.35			(iii) High Higher Secondary	276	307	10.09		
	1971-72	1975-76	Percentage of increase	Total	2,035	2,391	14.84		
13. (a) No. of Schools—				(b) Untrained—					
(i) Primary/Junior Basic	2,617	3,221	23.07	(i) Primary/Junior Basic	2,202	2,469	10.81		
(ii) Middle/Senior Basic	266	405	52.25	(ii) Middle/Senior Basic	1,057	1,366	22.62		
(iii) High/Secondary	112	151	34.82	(iii) High/Higher Secondary	755	905	16.57		
Total	2,995	3,777	26.11	Total	4,014	4,740	14.74		
(b) Enrolment—				Grand Total	6,049	7,131	15.17		
(i) Primary (A—III) (6-11 Yrs.)	1,56,861	1,80,252	12.97	16. (a) No. of Colleges—					
(ii) Middle (IV—VI) (11-14 Yrs.)	22,798	30,059	31.84	(i) Government	2	2			
(iii) Secondary (VIII—XI) (14-17 Yrs.)	15,655	23,016	47.02	(ii) Private Aided	10	11			
Total	1,95,314	2,33,327	16.29	(iii) Professional	2	2			
14. No. of Government Schools—				Total	14	15	7.14		
(i) Middle/Senior Basic	43	48	11.62	(b) Enrolment	8,284	11,824	42.73		
(ii) High/Higher Secondary	6	8	33.33	17. No. of Teacher's Training Centres—					
15. No. of School Teachers—				(i) Normal	2	2			
(a) Trained—				(ii) Basic	7	8			
(i) Primary/Junior Basic	1,504	1,790	15.97	(iii) Guru	1	1			
(ii) Middle/Junior Basic	255	294	13.25	Total	10	11	9.09		
				18. Technical and Vocational (Govt) (Pvt) (Govt) (Pvt) Edn. and Training Institutions.	16	6	17	6	4.54

N.B.—Figures for 1975-76 regarding Items 10, 11, 12, 13, 15, 16 (b) are provisional.



## APPENDIX II

APPENDIX D (xix)

### PAY SCALES OF GOVERNMENT TEACHERS

#### I. SCHOOL SERVICES (SENIOR)—

Principal, Government Higher or M.P. School..	Rs. 525—1,325
Principal, Government Normal School ..	Rs. 525—1,325

##### Class I

Vice-Principal, Government M.P. School ..	Rs. 475—1,125
Special Pay	Rs. 75 p.m.
Vice-Principal, Government Normal School	Rs. 500—1,225
Special Pay	Rs. 75 p.m.

##### Class II Service

Teachers with Post-Graduate Degree in Higher Secondary and Multipurpose School	} Rs. 475—1,125 (Two advance increments for B. T. degree holder).
Graduate Teacher of Higher Secondary and Multipurpose School.	Rs. 350—750 (Two advance increments for B.T).
Graduate Teachers (Agriculture)	Rs. 400—900

#### II. SCHOOL SERVICES (JUNIOR)— Selection

Headmasters/Headmistresses of Government High School. Principal, Basic Training Centre	} Rs. 500—1,225
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##### Class I

Assistant Headmasters/Headmistresses of Government High School.	Rs. 400—900
--	-------------

##### Class II

Graduate Teacher	Rs. 325—650 (One advance increment for Honours). Two advance in- crement for Post Graduate/B.T. Holder.)
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#### III. LOWER SCHOOL SERVICE—

(Government Middle/Junior Teachers of High School)

##### Grade 'A'

Head Teacher (Graduate) of Middle Schools	Rs. 325—630
Non-Graduate Headmaster	Own grade pay <i>plus</i> Special pay of Rs. 30 p.m.
Matriculate Basic Trained	
Normal passed teachers	} Rs. 260—425
Intermediate passed teachers	}

##### Grade 'B'

Non-Matriculate Basic Trained Teachers/ Normal passed Teachers and Matriculate untrained.	} Rs. 240—380
Non-Matriculate untrained	Rs. 195—270 (Non-Matriculate should not be recruited in future).



APPENDIX E

REPLIES TO THE  
**QUESTIONNAIRE**

*Issued by the*

**EDUCATION COMMISSION MEGHALAYA**

*Prepared by*

The Department of Educational  
Research & Studies, N. E. H. U.

28.2.1977



**NORTH-EASTERN HILL UNIVERSITY**  
**DEPARTMENT OF EDUCATIONAL RESEARCH AND STUDIES**

**FOREWORD**

A Questionnaire was issued by the Meghalaya Education Commission covering various aspects of educational situation in the State in order to find out the views of the concerned people on the different issues and problems in Meghalaya education.

Answers from 116 persons to this Questionnaire are tabulated and presented in these pages. The respondents to the Questionnaire have been classified into four groups to facilitate comparison and analysis. The four groups are :

Group 'S' consists of 52 respondents drawn from school education including teachers and headmasters.

Group 'A' consists of 17 respondents drawn from the field of educational administration including inspection and supervision.

Group 'P' consists of 26 respondents mostly people in public life.

Group 'E' consists of 21 respondents mostly the expert type from organisation like the NCERT and the University.

It is hoped that this tabulation and consolidation of answers will help the Commission in arriving at conclusions and making recommendations.

This work was done in the Department by the M. Ed. students as part of their practical work. The Department is grateful for this opportunity.

**Dr. K. J. Joseph,**  
Head of the Department.

Shillong :  
The 28th Feb., 1977.



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APPENDIX E (ix)

Question No. 1

PARTICULAR PROBLEMS IDENTIFIED IN MEGHALAYA  
SCHOOL EDUCATION

	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
<b>Responses :</b>					
1. High enrolment.	3	...	3	..	6
2. Insufficient number of Schools.	11	..	..	6	17
3. Communication difficulties in rural areas.	3	1	2	..	6
4. Lack of funds.	5	3	6	1	15
5. Unsatisfactory service conditions of teachers.	5	2	1	2	10
6. Lack of facilities in schools.	7	8	6	..	21
7. Non participation of teachers in decision making.	1	..	..	..	1
8. Unjustifiable change of curricula (Innovations and changes).	6	3	1	3	13
9. Adult illiteracy.	4	..	..	1	5
10. Untrained and incompetent teachers in schools.	11	8	10	6	35
11. Lack of vocational subjects in rural areas	4	2	..	2	8
12. Poverty of parents.	6	2	..	..	8
13. Lack of proper administration and inspection.	3	..	4	..	7
14. Irregularity in attendance.	1	..	..	..	1
15. Lack of sufficient number of teachers.	1	4	2	..	7
16. Lack of teaching aids.	2	1	..	2	5
17. Lack of uniformity in age of entry in schools.	1	..	..	..	1
18. Too many drop outs.	3	1	2	..	6

(x)

	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
19. Improper school organisation.	1	..	..	..	1
20. Absence of proper text-books.	3	3	2	..	8
21. Curriculum unrelated to life.	..	..	1	..	1
22. Absence of guidance counselling.	..	..	1	..	1
23. Poor quality of education.	..	3	..	..	3
24. Introduction of mass media.	..	1	..	1	2
25. Poor progress in women's education	..	..	..	2	2

Question No. 2

#### ADDITIONAL TASKS IN MEGHALAYA EDUCATION

Responses :

1. Greater Government control of school managements.	1	..	..	1	2
2. Raising of teachers' pay.	3	..	..	..	3
3. Providing education for the handi-capped.	1	..	..	..	1
4. Providing job oriented or need based education.	1	..	..	8	9
5. Providing physical education.	2	..	..	..	2
6. Starting Meghalaya Education Service.	3	..	..	..	3
7. Making provisions for educational tour.	1	..	..	..	1
8. Starting of correspondence courses.	1	..	1	..	2
9. Improvement of teacher-pupil ratio.	..	..	2	..	2
10. Supply of free text-books.	..	..	1	..	1
11. Compulsory education.	1	..	1	..	2
12. Adult education.	..	..	1	2	3

APPENDIX E (xi)

	Groups				Total
	S	A	P	E	
	(52)	(16)	(27)	(17)	
13. Examination and evaluation of system:	1	..	2	1	4
14. Moral and cultural education	1	..	3	..	4
15. Audio-visual education.	1	..	2	2	5
16. Teachers' training.	3	1	1	3	8
17. Providing proper facilities.	..	1	..	..	1
18. Educational planning.	3	..	..	2	5
19. Improving educational technology.	..	..	..	1	1
20. Providing free school education.	1	..	..	..	1

**CONSIDERATION FOR DETERMINATION OF STANDARDS**

Responses :	Question No. 3				
1. Satisfaction of needs.	3	1	3	3	10
2. Character building.	2	..	..	1	3
3. Examination results.	14	2	2	1	19
4. Quality of curriculum.	4	1	2	2	9
5. Development of the total child.	5	6	5	3	19
6. Improvement of productivity.	5	2	1	3	11
7. Development of deep faith in moral values.	1	..	..	..	1
8. Performance of students.	4	2	8	1	15
9. Discipline.	..	1	1	..	2

**MEASURES TO IMPROVE STANDARDS**

Responses :	Question No. 4				
1. Construction of better curriculum.	6	..	2	4	12
2. Improve teachers.	23	10	12	13	58

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	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
3. Improve supervision.	1	..	1	..	2
4. Provide better equipments and facilities.	11	2	..	5	18
5. Reduce work load of teachers.	4	..	..	..	4
6. Improve teacher-pupil ratio.	6	1	..	1	8
7. Reform examination.	9	..	5	3	17
8. Improve service conditions of teachers.	5	2	7	1	15
9. Introduce Nutrition programmes.	1	..	..	1	2
10. Ensure community involvement.	2	..	1	..	3
11. Provide need based education.	3	1	..	3	7
12. Make available proper text books.	6	1	2	2	11
13. Involve teachers in policy making.	1	1	..	..	2
14. Improve administrative system.	2	4	7	4	17
15. Improve attendance.	1	1	1	..	3
16. Improve environment.	2	1	1	..	4
17. Improve educational technology.	..	..	..	1	1

Question No. 5

### WEEDING OUT SUBSTANDARD SCHOOLS

Responses :

1. Suitable Government action.	23	3	7	7	40
2. Legislative measures.	22	12	12	8	54
3. Improve teachers position.	1	..	..	2	3

APPENDIX E (xiii)

Question No. 6

**EFFECTIVENESS OF CURRENT MEASURES TO WEED OUT  
SUBSTANDARD SCHOOLS.**

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Not at all.	5	5	10	..	20
2. To some extent.	7	2	3	1	13
3. To an extent.	4	2	4	..	10
4. Very much.	1	..	..	..	1

Question No. 7

**STATUTORY POWERS TO BE VESTED IN THE D. P. I. FOR  
BETTER CONTROL, SUPERVISION AND DIRECTION**

Responses

1. Enforcement of norms.	2	..	1	..	3
2. More powers of appointments.	2	4	2	3	11
3. More financial powers.	5	2	4	2	13
4. More administrative powers.	7	11	6	4	28
5. Over-all increase in powers.	10	1	3	6	20
6. More management powers.	1	..	..	..	1

Question No. 8

**VIEWS ON CURRENT GRANT IN AID PROCEDURES AND  
SUGGESTIONS FOR IMPROVEMENT**

Responses :

1. Adequate.	10	8	..	..	18
2. Not adequate.	26	6	13	4	49
3. No provision for scrutiny.	4	..	4	..	8

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Question No. 9

**ADEQUACY OF THE CURRENT NORMS FOR GRANT IN AID.**

	Groups				Total
	S	A	P	E	
<b>Responses :</b>	(52)	(16)	(26)	(17)	
1. Not adequate.	26	5	12	4	47
2. Adequate to some extent.	9	3	1	..	13
3. Adequate to a limited extent.	..	..	3	..	3
4. Quite adequate.	4	4	..	..	8

Question No. 10

**ASSESSMENT OF THE EFFECTIVENESS AND VIEWS ON DEFICIENCIES OF THE CURRENT GRANTS SYSTEM.**

**Responses :**

1. Effective.	5	2	..	..	7
2. Effective to some extent.	16	7	6	3	32
3. Not effective.	7	2	5	1	15

Question No. 11

**VIEWS ON THE EFFECTIVENESS AND DEFICIENCIES OF THE DIFFERENT PROGRAMMES OF THE DEPARTMENT OF EDUCATION**

<b>Responses :</b>	Areas						
		Eflec- tive	Eflec- tive to some extent	Not eflec- tive	Defi- cient	To some extent defi- cient	Not defi- cient
a.	Location of schools.	4	13	6	1	2	..
b.	Scholarships and other incen- tives to students.	4	11	5	4	..	..
c.	Text books.	2	6	1	11	1	..



## APPENDIX E (xv)

Responses :	Areas	Effec- tive	Effec- tive to some extent	Not effec- tive	Defi- cient	To Some extent defi- cient	Not defi- cient
d.	School buildings.	..	7	1	13	2	..
e.	Medical facilities to students.	..	2	3	20	2	..
f.	Women's education.	4	10	1	6	4	..
g.	Adult education.	1	3	2	16	1	..
h.	Pre-Primary education.	1	4	1	11	3	..
i.	Non-formal education and functional literacy.	..	4	..	14	2	..
j.	Guidance and counselling services.	..	3	..	12	2	..
k.	Vocational education.	1	2	..	13	1	..
l.	Professional education.	1	1	2	10	1	..
m.	Education of the handicapped.	..	3	..	13	1	..
n.	Talent search and nurturing of talent.	..	..	1	11	2	..
o.	Moral education.	1	4	..	14	2	..
p.	Physical education.	2	4	..	9	4	..
q.	Art and music education.	1	2	1	13	..	..
r.	Language education.	1	1	1	9	2	..
s.	Hostel facilities.	..	9	..	9	2	..
t.	School libraries.	3	5	..	9	3	..
u.	Book banks.	2	14	1	4	..	..
v.	Sports.	2	9	..	6	1	..
w.	Youth welfare.	2	1	..	11	1	..
x.	Polytechnic and technical education.	..	5	2	10	1	..

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Responses :	Areas						
		Effec- tive	Effec- tive to some extent	Not effec- tive	Defi- cient	To some extent defi- cient	Not defi- cient
y.	Health education, sex educa- tion and population edu- cation.	1	..	2	10	..	..
z.	Educational research and extension services.		1	..	8	1	..

Question No. 12

### VIEWS ON AUTONOMOUS SCHOOLS

Responses :	Groups					
	S	A	P	E	Total	
	(52)	(16)	(26)	(17)		
1.	Needs encouragement.	8	3	7	4	22
2.	May be encouraged to some extent.	12	6	3	7	28
3.	Should be discouraged.	15	4	6	5	30

Question No. 13

### VIEWS ON WHETHER PRIVATE ENTERPRISE SHOULD BE ALLOWED IN EDUCATION

Responses :						
1.	Private institutions may continue for the time being.	1	..	..	1	2
2.	Private institutions should continue.	16	3	14	4	37
3.	Private institutions be banned if not made to conform to the general prin- ciple and policies.	7	3	2	2	14
4.	Should be encouraged if it satisfies the national interest.	7	4	3	3	17
5.	Private enterprise to be encouraged with adequate control.	5	4	3	7	19

APPENDIX E (XVII)

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
6. Private institutions creates classification in school children.	2	..	..	1	3
7. It should be controlled wholly by Government.	2	1	2	2	7
8. Provision needed, to give grants-in-aid for private institutions.	2	..	1	..	3
9. Encourage them if they maintain equal standards.	2	1	..	..	3

Question No. 14

**STARTING MORE GOVERNMENT PUBLIC SCHOOLS**

Responses :	S	A	P	E	Total
1. May be started on a trial basis.	3	..	..	..	3
2. The idea deserves encouragement.	30	15	24	7	76
3. Government will not be able to manage them.	1	..	..	..	1
4. Convert existing schools to public schools.	6	..	1	..	7
5. Government will not get night teachers.	1	..	..	..	1
6. As such schools are expensive, they should be discouraged.	4	1	1	..	6
7. Should consult opinion of the public.	1	..	..	..	1

Question No. 15

**NATURE AND EXTENT OF DISTRICT COUNCILS CONTROL OF PRIMARY EDUCATION**

Responses :	S	A	P	E	Total
1. Separate Board of Primary Education is desirable.	2	..	..	..	2
2. Primary education should continue under the control of District Council.	4	3	..	1	8

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	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
3. Primary education should be with the State and not under District Council.	16	2	3	2	23
4. District Council do not have enough finance.	1	..	1	..	2
5. District council do not manage primary education properly.	11	11	16	4	42
6. District Council exercise adequate control over primary education	1	..	..	..	1

Question No. 16

**VIEWS ON THE RESTRICTIONS ON THE BOARD OF SCHOOL EDUCATION IN REGARD TO PRIMARY EDUCATION.**

Responses :

1. Primary education should be under the supervision of District Council.	6	3	3	2	14
2. Primary education under District Council is not a satisfactory arrangement.	12	4	3	2	21
3. In the matter of Primary education Board should be controlled.	1	1	..	..	2
4. Bring Primary education under State Government.	2	..	1	..	3
5. Dual control is not good.	6	4	10	1	21
6. Bring Primary education under the Board.	8	1	5	5	19
7. Power of M.E.B. should be restricted	..	1	..	..	1
8. Dual control is desirable.	..	1	1	..	2

Question No. 17

**MEASURES TO UNIVERSALISE PRIMARY EDUCATION IN THE CURRENT DECADE**

Responses :

1. An educational survey should be undertaken.	2	..	..	2	4
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**APPENDIX E (xix)**

**Groups**

	S	A	P	E	Total
	(52)	(16)	(26)	(17)	
2. Lower stages of education should be controlled by the District Councils and higher stages by Government.	1	3	..	..	4
3. May follow the example of Kerala.	2	..	..	..	2
4. Control population growth.	1	..	..	..	1
5. Enact appropriate legislation.	5	4	4	..	13
6. Provide free education.	10	3	7	3	23
7. More funds should be made available.	5	2	9	1	17
8. Start more village schools.	2	2	11	5	20

**Question No. 18**

**PRESENT SYSTEM OF PRIMARY EDUCATION AND UNIVERSAL ENROLMENT**

**Groups.**

<b>Responses :</b>	S	A	P	E	Total
	(52)	(16)	(26)	(17)	
1. Primary education in Meghalaya is adequate.	8	2	3	..	13
2. Primary education in Meghalaya is inadequate.	24	13	20	10	67
3. Supervision is ineffective.	1	..	..	..	1

**Question No. 19**

**VIEWS ON AMALGAMATION OF PRIMARY AND MIDDLE LEVELS**

**Responses :**

1. Amalgamation is not advisable.	9	1	3	2	15
2. Amalgamation is desirable.	31	14	18	16	79

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	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
3. Will lessen the expenditure of Government.	1	..	..	..	1
4. Will increase the expenditure of Government.	1	..	..	..	1

Question No. 20

**PLUS 2 STAGE UNDER SCHOOL BOARD OR UNDER SEPARATE BOARD**

Responses :

1. Separate Board.	19	5	9	12	45
2. In favour of existing set up with additional wing will result in heavy financial loss.	16	11	9	4	40
3. Will result in heavy financial loss.	1	..	1	..	2
4. Favour old system.	6	..	2	..	8
5. Under NEHU, i.e. under University	2	..	1	..	3

Question No. 21

**PLUS 2 STAGE IN EXISTING HIGH SCHOOLS OR IN SEPARATE INSTITUTION**

Responses :

1. +2 should form part of the existing High Schools.	17	4	9	6	36
2. It should be in separate institution.	22	10	6	12	50
3. Experiment is recommended.	1	..	..	..	1
4. Attach them to College.	8	4	6	..	18

## APPENDIX E (xxi)

## Question No. 22

## CHANGES SUGGESTED IN ADMINISTRATIVE SET UP

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. No changes required.	13	6	..	1	20
2. Changes are needed.	14	8	14	5	41
3. Changes required after careful examination.	1	..	..	..	1
4. Co-ordination Cell may be set up.	1	..	1	..	2
5. Better supervision necessary.	1	..	..	..	1

## Question No. 23

## MEASURES TO IMPROVE SCIENCE EDUCATION

Responses :	S	A	P	E	Total
1. Seminar and refresher courses should be organised.	4	1	..	1	6
2. Board of Science education should be established.	2	..	..	4	6
3. Separate branch/cell should be set up.	13	8	3	5	29
4. Science should be introduced at Primary stage.	5	3	3	1	12
5. Translation of science books into mother tongue for use at lower stage.	1	1	3	..	5
6. Provision for adequate equipments and competent personnel needed.	8	2	6	4	20
7. Panel inspection should be introduced at district level.	..	..	..	2	2
8. Proper science curriculum should be developed.	..	..	2	..	2
9. Science publicity and propaganda wing should be set up.	..	..	1	..	1

**SHOULD SCERT BE AUTONOMOUS OR PART OF THE  
DEPARTMENT OF EDUCATION**

	Groups				Total
	S	A	P	E	
	(52)	(16)	(16)	(17)	
<b>Responses :</b>					
1. Should be autonomous.	18	1	11	16	46
2. Should form a part of Department of Education.	21	16	9	3	49
3. Combination of both.	1	..	..	..	1

**Question No. 25**

**NORMS FOR SCHOOL FEE STRUCTURE**

	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
<b>Responses :</b>					
1. According to needs of specific schools	7	..	5	1	13
2. Primary education should be free.	12	1	1	4	18
3. According to economic conditions of the citizen.	10	5	5	6	26
4. Concession should be given to schedule caste/tribe.	2	..	..	..	2
5. Existing system may continue.	2	..	2	..	4
6. Charge fees only for science and vocational education.	1	1	..	..	2
7. Education Department should fix the fees.	1	..	..	..	1
8. No fees.	1	..	..	..	1
9. Fees at uniform rate.	4	1	2	2	9
10. Only nominal school fee up to Class IV.	..	2	..	..	2



## Question No. 26

## NO FEES IN ELEMENTARY CLASSES

	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(11)	

## Responses :

1. Provided Government Compensate the loss.	3	..	6	..	9
2. Yes.	25	15	12	13	65
3. Fees should be charged on the basis of economic conditions.	4	..	..	1	5
4. No.	7	2	4	5	18
5. Only in rural schools.	1	..	..	1	2

## Question No. 27

## SUPERIOR SCHOOLS WHICH NOW CHARGE FEES

## Responses :

1. They may continue to levy fee at discretion.	7	..	3	..	10
2. No Government protection to be given to them.	1	..	..	..	1
3. Government should compensate the school for providing accessibility to the poor.	5	3	4	2	14
4. Fees should be equalled for all schools.	13	5	12	12	42
5. Shall not charge fees.	2	3	..	..	5
6. Fee pattern to fit with national goal.	1	..	..	..	1
7. Collections other than fee may be made.	1	..	..	..	1

**BRANCHING OF TEACHER TRAINING COURSE IN THE  
SECOND YEAR**

Responses :	S	A	P	E	Total
	(51)	(16)	(26)	(17)	
1. Agree.	33	13	14	16	76
2. Disagree.	4	..	2	..	6
3. Partly agree.	2	..	5	..	7
4. Different training for different levels.	2	..	1	2	5

## Question No. 29

**VIEWS ON AMALGAMATION OF TRAINING INSTITUTIONS**

Responses :					
1. Agree.	34	12	14	16	76
2. Disagree.	5	3	5	1	14
3. Amalgamation with restriction in size	1	..	..	..	1

## Question No. 30

**MINIMUM QUALIFICATION SUGGESTED FOR TEACHERS**

Responses :					
1. <i>Pre-Primary, Primary, Middle-Matric &amp; trained, Secondary-Graduate, Post High School-Post Graduate.</i>	24	10	12	12	58
2. <i>Pre-Primary, Primary-under Matric, Middle-H. S. L. C., Secondary-Graduate, Post High school-Post graduate.</i>	12	5	8	2	27
3. <i>Pre-Primary to Middle-Graduate, Secondary to Post High school-Post Graduate.</i>	7	1	2	3	13
4. <i>Primary &amp; Pre-Primary,—P.U., Middle Trained graduate, Secondary, Post High School-Trained Post-Graduate.</i>	2	..	..	..	2

## Question No. 31

## SUGGESTIONS FOR CLEARING THE BACKLOG OF UNTRAINED TEACHERS

Responses :	Groups				Total
	S (52)	A (16)	P (26)	E (17)	
1. Organise special training programmes.	15	1	3	4	23
2. Refresher courses and short-term programmes may be organised.	5	4	12	9	30
3. Holiday training and correspondence courses.	19	5	9	6	39
4. Appoint only trained teachers.	1	..	..	1	2
5. Mobile teaching facilities may be organised.	..	..	..	..	..
6. Supply instructional material through school complex.	..	1	..	..	1
7. Teachers should learn by doing.	..	1	..	..	1
8. Radio lessons may be organised.	..	..	..	1	1

## Question No. 32

## VIEWS ON APPOINTMENT OF UNTRAINED TEACHERS

## Responses :

1. Only trained and qualified teachers should be appointed.	23	8	12	16	59
2. Existing system should continue.	15	4	10	4	33
3. Training is not necessary if they have innate aptitude.	1	..	1	..	2
4. On the job training programme preferred.	..	1	..	..	1
5. Highly qualified persons may be appointed even if untrained.	3	1	..	..	4

**USEFULNESS OF REFRESHER COURSES ORGANISED BY  
THE DEPARTMENT**

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Certification required.	1	..	..	14	15
2. Are useful.	40	13	16	6	75

**MAKING TRAINING INSTITUTIONS RESIDENTIAL**

Responses :

1. Impractical.	11	1	2	9	23
2. Desirable.	30	13	18	10	71
3. In rural areas only.	2	..	3	1	6

**VIEWS ON SELECTION OF TEACHER EDUCATORS**

1. Special qualification for theory and method.	1	1	1	3	6
2. M.A. with experience in teacher's training.	5	1	1	..	7
3. M.A./M.Eds.	11	7	5	10	33
4. Teaching experience for 10 years.	7	2	1	3	13
5. Foreign trained.	2	1	..	..	3
6. Good selection of teacher educators.	1	..	1	..	2
7. Should be well versed in his subject.	2	1	3	1	7
8. Training plus inborn qualities.	..	2	2	5	9
9. Should be well versed in the technology of teaching.	..	2	2	5	9

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Groups

Responses :	S	A	P	E	Total
	(52)	(16)	(26)	(17)	
10. Qualified, talented teachers to be appointed after interview.	..	1	..	..	1
11. Existing system is alright.	..	..	..	1	1
12. Secondary - M.A./M. Ed., Middle & Primary - B.A. & B. Ed.	..	..	..	1	1

Question No. 36

PROFESSIONAL EDUCATION OF PRIMARY TEACHER EDUCATORS

Responses :

1. Should be different.	34	13	17	17	81
2. Women better for elementary teacher training institution.	1	..	1	..	2
3. Should not be different.	2	1	1	1	5

Question No. 37

SEPARATE COURSES FOR ELEMENTARY AND SECONDARY TEACHER EDUCATORS

Responses :

1. Yes (Agree).	28	11	12	14	65
2. No. (Disagree).	8	3	3	3	17
3. Partly agree.	1	..	2	1	4

Question No. 38

VIEWS ON INTEGRATED PRE SCHOOL AND PRIMARY TEACHER TRAINING

1. Agree.	30	12	11	11	64
2. Agrees on condition that Pre-Primary and Primary schools are also combined.	1	..	..	2	3

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Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
3. Too idealistic.	1	..	..	..	1
4. One year course is enough	2	..	2	..	4
5. Should include Middle school also.	..	..	..	1	1
6. Partly agrees.	..	..	..	1	1
7. Overlapping of training to be avoided.	..	..	1	..	1
8. Separate courses.	..	..	1	..	1

Question No. 39

#### VIEWS ON TWO TIER TEACHER EDUCATION PATTERN

Responses :

1. Disagree.	5	1	4	2	12
2. Partly agree.	4	1	1	..	5
3. Agree.	23	11	9	13	56

Question No. 40

#### VIEWS ON INTRODUCTION OF M. ED. COURSE IN MEGHALAYA

1. 2 years B. Ed. course instead of M. Ed	..	..	1	1	2
2. M. Ed. course would be better.	31	12	15	8	66
3. Intensive training is better.	1	1	3	..	5
4. No need.	7	2	1	9	19
5. A differently organised course is needed.	..	..	..	1	1

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Question No. 41

GOVERNMENT OR PRIVATE TRAINING INSTITUTIONS

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Both.	25	10	13	11	59
2. Only Government.	18	6	10	7	41
3. Autonomous Bodies instead of private organisation.	..	..	..	3	3

Question No. 42

GOVERNMENT CONTROL OVER PRIVATE TRAINING INSTITUTIONS

Responses :

1. Should control through affiliation, recognition, rules and regulations.	15	5	12	8	40
2. Prescribe qualifications of teachers and regulate appointments.	7	1	4	5	17
3. Financial control.	6	1	5	..	12
4. Criteria followed by National, Council for Teachers' Education.	..	..	..	..	..
5. Governing Body to have 1/3 Government representation.	..	1	..	1	2
6. Control through selection of students.	2	1	..	3	6
7. Need not control.	1	..	..	..	1

Question No. 43

PAY SCALES SUGGESTED FOR SCHOOL TEACHERS

1. Present revised scales.	10	3	11	2	26
2. Should be higher than any other office counterpart.	3	..	1	1	5
3. Equal pay for all types of teachers (Elementary High School).	2	..	1	2	5

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Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
4. Rs. 455 (Rupees four hundred fifty five) at the lowest rank.	..	..	1	..	1
5. Higher than present.	5	4	..	2	11
6. Pay scale of Central Schools.	3	1	..	4	8
7. Government and Private school teachers some pay.	3	..	..	..	3

Question No. 44

**SHOULD PAY SCALES BE RELATED TO ACADEMIC AND PROFESSIONAL QUALIFICATIONS**

Responses :

1. Should be related to both.	38	14	28	12	84
2. Relate only to professional qualification.	3	..	1	2	6
3. Related pay to the type of work and not to qualifications.	1	..	..	2	3
4. Related only to educational qualifications.	2	..	..	..	2

Question No. 45

**VIEWS ON IMPROVING QUALITY OF TEACHERS**

1. Self improvement (discipline, sense of duty, punctuality etc.)	7	1	5	1	14
2. Proper training programmes	20	9	12	10	51
3. Improvement of pay scales and facilities.	25	3	8	3	39
4. Better supervision.	7	1	3	2	13
5. Reduction of workload.	4	..	1	..	5
6. Selection of teachers with higher academic record.	8	3	5	9	25



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Groups

Responses :	S	A	P	E	Total
	(52)	(16)	(26)	(17)	
7. Instituting efficiency bars.	..	..	..	3	3
8. Give better recognition of work.	1	1	..	..	2
9. Prohibit private tuition.	4	..	..	..	4

Question No. 46

IMPROVEMENT IN TEACHER AMENITIES SUGGESTED

Responses :

1. Give facilities given to Government employees.	42	14	21	10	87
2. Building loan.	3	..	..	..	3
3. Give some facilities to private teachers also.	5	..	..	..	5

Question No. 47

VIEWS ON TEACHERS ASSOCIATIONS AND ORGANISATIONS

Responses :

1. Improves the quality of teachers.	52	10	14	15	91
2. Should be free from political interference	3	2	3	2	10
3. Against	2	..	6	1	9
4. Should be like other Government associations.	1	..	3	..	4
5. Sarvodaya type of association (Acharya).	..	..	1	..	1
6. Should not be like Trade Union.	1	..	..	5	6

## STEPS TO IMPROVE THE IMAGE OF THE TEACHERS

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Give better pay and facilities.	30	4	14	7	55
2. Through proper recruitment of teacher.	1	1	1	1	7
3. Teacher's effective participation in the community.	3	1	3	1	8
4. Society should recognise importance of education.	2	1	1	1	5
5. Devotion to duty and self improvement by teachers.	12	6	3	8	29
6. Through proper training.	3	..	..	2	5
7. Should be free from politics.	..	1	..	..	1

## SPECIAL MEASURES FOR TEACHERS WELFARE IN MEGHALAYA

Responses :					
1. Give more facilities.	17	9	5	4	35
2. Open teacher's saving bank.	2	..	1	1	4
3. Treat them like government employees.	3	1	2	..	6
4. Undertakes regular review of pay scale.	3	1	3	..	7
5. Start a Teachers' Relief/Welfare fund	7	..	1	..	8
6. Give scholarship for higher/further education.	1	..	1	..	2
7. Give more facilities for rural schools.	2	..	..	2	4

## Question No. 50

**VIEWS ON A CODE OF CONDUCT FOR TEACHERS AND ITS  
INGREDIENTS**

Responses :	Groups				Total
	S (52)	A (16)	P (26)	E (17)	
1. Punctuality.	9	4	4	1	18
2. Proper lesson preparation.	3	..	2	2	7
3. No private tuition without prior permission.	3	..	2	..	5
4. Active participation in social service.	1	2	1	..	4
5. No need for code of conduct.	9	1	5	6	21
6. Non-participation in politics.	6	..	2	1	8
7. Central School Code of conduct may be adopted.	..	..	1	..	1
8. Dress and outward appearance should also be covered.	2	1	2	..	5
9. Should specify professional etiquette.	4	1	..	1	9
10. Should give autonomy in professional decision.	..	..	..	1	1
11. May be drawn from other professions.	..	..	..	1	1
12. Specify devotion to duty.	4	1	..	..	5

## Question No. 51

**VIEWS ON SUITABILITY OF NATIONAL CURRICULUM TO  
MEGHALAYA SCHOOL**

1. Suitable with small modifications.	28	10	9	12	59
2. Not suitable.	11	..	4	1	16
3. May be tried.	2	..	..	1	3

**FIRST LANGUAGE FOR VARIOUS LINGUISTIC GROUPS**

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Mother tongue.	22	12	14	6	54
2. Hindi.	..	..	1	..	1
3. English.	22	1	7	3	33
4. Khasi & Garo.	..	..	3	2	5

**Question No. 53****SHOULD MOTHER TONGUE BE THE FIRST LANGUAGE ?**

1. Yes.	27	12	13	12	64
2. No.	18	3	10	4	35

**Question No. 54****VIEWS ON KHASI AND GARO AS MEDIUM OF INSTRUCTION**

1. Are suitable as medium of Instruction	8	5	9	6	28
2. Are not suitable as medium of Instruction.	26	6	8	8	48
3. Suitable for lower stages.	9	2	5	..	16

**Question No. 55****SHOULD ANY CULTURAL OR SOCIAL FACTOR BE CONSIDERED IN CHOOSING MEDIUM OF INSTRUCTION ?**

Responses :

1. Yes.	17	8	6	7	38
2. No.	14	4	13	2	33

**REMEDYING THE DISADVANTAGES OF TRIBAL CHILDREN  
IN MEDIUM CHANGE**

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Make mother tongue medium for all	9	10	11	6	36
2. Make English medium for all.	30	5	11	3	49
3. Make Hindi medium for all.	2	..	..	..	2
4. Separate H.S.L.C. Board for tribals/ non-tribals.	2	..	..	..	2

**FIRST, SECOND AND THIRD LANGUAGES SUGGESTED**

**Ist Language**

Mother tongue.	30	9	3	5
Khasi.	..	..	..	1
Garó.	1	..	2	1
English.	11	1	8	2

**IInd Language**

Mother tongue.	9	1	6	3
Hindi.	3	2	6	5
English.	29	8	10	3

**IIIrd Language**

Mother tongue.	1	..	2	..
Khasi.	1	..	2	1
Garó.	1	..	2	1
Bengali.	..	..	..	1

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
Assamese.	..	..	..	1	
Hindi.	33	9	10	3	
Nepali.	..	..	..	1	
English.	..	1	8	4	
Russia.	..	..	..	1	
French.	..	..	..	1	
Sanskrit.	..	..	..	1	

**Question No. 58**

**VIEWS ON INTRODUCTION OF COMPULSORY SCIENCE  
EDUCATION IN CLASSES -X**

1. Agree.	38	14	15	17	84
2. Disagree.	5	..	4	2	11

**Question No. 59**

**USE OF INCENTIVES IN PROMOTING SCIENCE EDUCATION**

1. Incentives may be given to tribals.	22	9	8	6	45
2. Incentives may be given to meritorious.	25	5	13	8	51

**Question No. 60**

**VIEWS ON KHASI, GARO AS MEDIUM FOR SCIENCE  
EDUCATION**

**Responses :**

1. Unsuitable	18	8	8	3	37
2. Suitable	12	5	6	4	27

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Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
3. In favour of English as medium of Science Instruction.	13	2	7	2	24
4. Use English but switch over when Garo and Khasi languages are developed.	4	..	2	3	9

Question No. 61

IEWS ON EMBARKING ON THE WIDER PHASE OF SCIENCE EDUCATION

1. Favourable	15	8	9	7	39
2. Better to wait for the results of pilot phrase.	21	6	9	7	53
3. Not favourable.	1	..	..	..	1

Question No. 62

CONTENTS OF WORK EXPERIENCE FOR RURAL AND URBAN SCHOOLS

1. May be some for Rural and Urban.	7	4	7	..	18
2. Only some items may be common.	2	3	..	3	8
3. Contents should be different for both.	25	8	4	10	47
4. Disapproves of work experience programme.	1	..	..	..	1

Question No. 63

SHOULD VOCATIONAL SUBJECTS BE COMPULSORY OR OPTIONAL AT HIGHER SECONDARY STAGE

1. Must be compulsory	22	7	3	4	36
2. Must be optional	16	5	10	8	39
3. Is necessary.	4	2	5	3	14
4. Not in favour of vocational education.	2	1	3	1	7

**SHOULD THERE BE A SEPARATE VOCATIONAL STREAM**

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Favours separate vocational stream with general subjects.	19	3	7	8	37
2. It should be part of the general stream	16	7	7	3	33
3. Both should be completely independent of each other.	1	1	1	..	3
4. Part of the general stream, in High School a separate vocational stream thereafter.	1	1	2	3	7

**CONDITIONS FOR TRANSFER BETWEEN VOCATIONAL AND GENERAL STREAMS**

1. Favour transfer.	19	1	1	5	26
2. Should be terminal.	3	1	1	3	8
3. It should be an integrated course at High School and + 2 level.		1	..	..	1
4. No transfer.	5	..	2	1	8

**VOCATIONAL STUDY FACILITIES AVAILABLE AND SURVEY NEEDED FOR FURTHER IDENTIFICATION**

1. A Survey by experts can help in the selection of vocations.	17	4	10	7	38
2. Facilities for vocational education are inadequate.	9	3	5	2	19



## TRADES SUGGESTED FOR VOCATIONAL EDUCATION

Responses :	Groups				Total
	S	A	P	E	
	(52)	(16)	(26)	(17)	
1. Tailoring.	9	3	4	4	21
2. Motor mechanics.	7	4	3	4	18
3. Carpentry.	7	3	5	4	19
4. Masonry.	3	..	..	..	3
5. Leather works.	2	3	..	..	5
6. Pottery.	1	..	..	..	1
7. Soap-making.	..	2	..	..	2
8. Paper-industry.	..	3	1	1	5
9. Agriculture.	6	4	6	..	16
10. Handicrafts.	7	1	4	..	12
11. Veterinary.	1	2	3	2	28
12. Blacksmithy.	2	..	5	1	8
13. Bee-keeping.	2	..	..	..	2
14. Stenography.	3	..	4	2	9
15. Nursing.	..	1	..	..	1

## VIEWS ON MAKING PHYSICAL EDUCATION COMPULSORY

1. Should be made compulsory.	38	14	17	16	85
2. Not in favour.	3	1	4	..	8
3. Should be according to socio-economic status.	2	..	1	1	4



APPENDIX F

EDUCATION COMMISSION OF MEGHALAYA  
1975-76

INTERIM RECOMMENDATIONS  
FOR THE RESTRUCTURING OF THE  
MEGHALAYA SCHOOL EDUCATION  
SYSTEM



## INTRODUCTION

The Education Commission takes pleasure in presenting these interim recommendations on the restructuring of the pattern of school education and some essential aspects of reforms in the field of educational administration in Meghalaya. As it is the first systematic approach to the problems of educational growth in the State and would in all probability stimulate significant policy decisions our basic assumption while formulating these recommendations has been that these would provide the Commission with a base for developing concrete proposals pertaining to all the various aspects of education which form the terms of reference. So far our main concern has been purely methodological—how to cleanse concepts and discard theories and then state the problems and their possible solutions in a logical and realistic way. These recommendations should be read as a hypothetical contribution to an infant line of thought in Meghalaya which will undoubtedly undergo radical development in the years to come. If we have not been very original, it is because we are inclined to the view that even heretics remain bound by traditional thought in formulating their heresies. We are also aware that rarely, if ever, have such recommendations by their own force blazed a way to new perspectives. The cue to a continual re-orientation of education has normally come from the economic or socio-political sphere. Responding to that cue social scientists and educationists turn to research on issues that have attained importance. Theories are launched, data collected and the literature on new problems and their new solutions expands. By its cumulative results, this research activity, which mirrors socio-political and economic strivings of the times, eventually contributes to a rationalisation of these strivings and even gives them a different turn. We hope these recommendations will make useful contribution in this direction. These recommendations may not strictly be according to the priorities of education in general, but the urgency attached to the question of a uniform pattern of school education and the need for reforms in educational administration have contributed in a great measure to their publication at this stage.

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2. It is estimated that the bulk of the reports of the enquiries and the reviews being done by the Commission and its recommendations on the various issues covered by the terms of reference will be considerable. It is and therefore, proposed that the publication of the reports recommendations will be suitably staggered.

3. The next report of the Commission will be in the shape of a general review of the educational development in this area since Independence. This review will also assess approximately the magnitude of the growth problems which are likely to arise during the next twenty-five years because of the increasing demand for educational services. The basis on which this review is being prepared could also lead to the establishment of a broad framework for periodic reviews of growth in education relating it to other objectives of development policies. Such reviews which would enable a rapid assessment of the situation in the field of education to be made are considered necessary because of the rapid and continuous educational growth which is taking place within the over-all process of social and economic change. They could facilitate the discussion of major policy issues and help to determine which are the most important areas for research, improvement and innovation. Finally, they could usefully compare the problems, achievements and policies of Meghalaya with those of other States and help to determine the common field of interests and locate areas where a lot of time-and-expense-saving collaboration could take place. More specifically the purpose of the review will be :

- (a) to evaluate the achievement of the past in relation to the educational goals and to discuss the present conditions for educational development ;
- (b) to analyse the factors which have conditioned educational development and also the effects of these developments on educational policies ;
- (c) to consider how Meghalaya should envisage the future of her educational system in terms of the re-evaluation of the over-all goals of her development policy and the relevant reallocation of resources among the various social and economic sectors ;

- (d) to consider specific targets or forecasts for educational development for the next twenty-five years (as against the present situation) in relation to what we have achieved in the past twenty-five years, the actual capacity of the Government and the resources they would need and can possibly mobilise over this period for further educational expansion. The rapid increase expected in educational expenditure makes imperative the elaboration of policies to broaden or to mobilise new financial possibilities. To this end it would be useful to establish a record of regularly supplied information in order that the analysis of the current system of educational financing might be made, as well as an examination of alternative systems together with the study of resource implications of educational development ;
- (e) to examine the various policies which have been proposed in the country for influencing the rate and type of educational expansion in the desired direction, according to the goals for educational development ;
- (f) to suggest the machinery which may concurrently examine the development of educational planning and the means for implementing it and the establishment of special institutions for preparing the necessary reforms for the application of innovations in the field of education.

4. It may be worthwhile to emphasise one important constraint which the Commission must face in its enquiry. Studies of a synthetic nature require a wide range of information in the form of either basic statistics and indicators or specific studies illuminating some aspects of the development and operation of the system (such as studies of regional and social disparities, student preferences, cost studies, etc). Unfortunately, very little, inter-related data, collected regularly by competent agencies on an annual or longer period basis for use in preparing growth review, is available. Some useful statistical information is available from the Third All India

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Educational Survey (1973-74), and we are grateful to the Government of Meghalaya for initiating work on the Comprehensive Survey of Education in Meghalaya (1975-76) as a preliminary step before constituting the Commission, and this is likely to give us some useful inter-related data. For the purpose of our enquiry, in addition to using the existing material, attempts have been made to collect a variety of opinions and further data. Thus, public memoranda were invited and a questionnaire was drawn up to provide a structural framework for collection and presentation of statistical information with the two-fold aim of ascertaining educational progress and of working out a simple model of quantitative estimates of a number of variables of the educational system as a basis for decision making. The Commission is well aware of the slender evidence on which some of our assertions would ultimately rest, but policy formulation cannot wait until relatively complete information is available, and must be based on a provisional assessment of every-thing that is known in a general way.

5. The Commission would welcome suggestions for improvement and critical appreciation of its recommendations, provided the points of departure from its recommendations expressed in such critiques are not indeterminate within very wide margins.

Shillong  
29th July, 1976.

V. S. JAJA  
Secretary



## INTERIM RECOMMENDATIONS FOR THE RE-STRUCTURING OF THE MEGHALAYA SCHOOL EDUCATION SYSTEM

1 : 1. The Commission feels that in drawing up long term plans in Meghalaya and thus to lay the foundation of the modern system of education is a task that will call for special care in deciding the structure and internal mechanism of the education system. It is one of our fundamental assumptions that the numerical expansion and qualitative improvement must move together. Quality in education, however, has to be planned for : it does not come off as a by-product. The improvement of education is a continuous process and, as such, has to be built into the system. The risk to standards—and it is a risk that should not be minimised—arises when numerical increase is allowed to take place without adequate advance preparation, and without carrying out in time the adjustments, re-structuring of the system and sometimes radical changes that expansion necessitates. The objective of balanced development (with correction of existing imbalances where they exist) necessarily implies determination of priorities. In the paragraphs that follow an attempt has been made to identify what may be regarded as strategic points for action implicit in the development envisaged.

1 : 2. The experience of planning and the implementation of plans in the past has shown that even well conceived and technically sound plans have often failed to fulfil the expectations with which they were launched, mainly because the administrative apparatus was not adequate to the new task. Sound administration has a key place in the structure and articulation of educational system. The scale of educational development in Meghalaya in the remaining two and a half decades of the century will be one of unusual magnitude and complexity. It will call for careful appraisal of the existing system of educational administration, and positively for extensive changes. For facility of discussion, the likely changes in the machinery for administration, though they are closely interlinked, may be considered in three main heads : (a) changes that relate to the structure of the

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organisation ; (b) those that are connected with the personnel manning the organisation ; and (c) those that arise from planning and its special requirements. The above headings are in the order of priority. As mentioned before, a prominent feature of the educational enterprise in the coming years will be its size. Even today it is one of the most extensive undertakings in the State. In the two and a half decades ahead, it is expected that the number of educational institutions and personnel will increase about three-folds. The sheer increase in the size of enterprise calls for fundamental changes in methods and organisation also. There are, it would seem, certain directions in which action is urgently needed :

(1) for ensuring continuity and adequate enforcement, providing legislative base in place of executive orders to educational policies and programmes to the maximum extent feasible ;

(2) harmonising the public and private sectors in education through clear-cut policies ;

(3) clear division of responsibilities and functions at various levels of operational units ;

(4) securing rational distribution of highly qualified staff between central offices and subordinate units so that the latter may be strengthened ;

(5) devolution of greater responsibility and authority to subordinate units ;

(6) devising an adequate machinery for inter-departmental co-ordination as well as for co-ordination between different levels within the educational establishment ;

(7) creation of organisation and method units in all main operational units for formulating technical procedures to facilitate work and review the working of these procedures from time to time ;

(8) organising machinery for systematic evaluation of programmes in operation :

(9) establishment of advisory bodies to serve as channels for public opinion on education or securing expert advice from outside the educational establishment.

1 : 3. It is obvious that the recommendations of the Commission should cover three main directions, *viz.*, administrative, academic and financial. An attempt has been made in this interim report to focus the attention of the Government on two areas which require urgent action, and without which no further building of the edifice will be possible. These two areas are : provision of the necessary legislative base and restructuring of the school system. All other administrative and academic aspects of education would seem to flow from these two main fountain heads. We are including in this report a draft model Bill to cover all aspects of school education in Meghalaya which, we recommend, should replace all the executive rules and orders passed by the Government of Meghalaya and its predecessor, Government of Assam, during the last hundred years of formal education in the area. The Commission would also formulate the necessary draft rules if the draft Bill is found to be suitable. The draft Bill may be seen at Annexure III.

1 : 4. An urgent action with regard to the restructuring of the school system in Meghalaya is imperative. The Government of India have already taken a decision that the uniform pattern of 10+2+3 should be introduced all over the country. We have a Central University to which all our colleges are affiliated and we cannot escape the responsibility of taking over the pre-university classes within the near future and introducing a reasonable degree of diversification at the +2 stage. Throughout India the pattern of education is changing rapidly. The recommendations for the 10+2+3 structure and for the vocationalisation of education proposed by the NCERT and debated at national level form a sound basis upon which the State may examine its own educational system. Increasingly, the necessity has been felt to develop a more comprehensive and flexible approach which will adequately reflect the needs and aspirations

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of the individual and society within the State by providing education of higher quality and greater relevance for the ever-increasing percentage of the population which enters and remains within the formal educational system. Such a reappraisal should lead to a series of recommendations. But while the restructuring of the school system may in theory be a relatively simple exercise, in practice it is extremely complicated because of the inter-dependence of so many variables as widely differing as the availability and facilities of school buildings, the requirement for skilled technicians, trained teachers, the attitudes of parents and village communities, the guarantees embodied in the Constitution, and so on. The legislative and conceptual recommendations when discussed, modified and approved, will in their turn shape the implementation of the school curriculum-content, training and administration. It must always be remembered that the success of any new system will depend ultimately on such apparently mundane, though in fact vital, changes as the development of relevant and up-to-date courses, improving teaching methods, re-vitalising the process of teacher training, and re-examining the whole process of student performance evaluation. A legislative and conceptual framework, however elegant, will be of little value if it supports a ramshackle structure.

1 : 5. The arguments for and against the 10+2 system of education are too familiar to bear repeating. In any case, the implications of national policies at the University level (tertiary) make the adoption of the system almost inevitable. But in a sense this argument is irrelevant, since the 10+2, with its opportunity for complete flexibility within the first ten years, provides *per se* the ideal structure for Meghalaya. Were it not existing, it would be necessary to invent it.

1 : 6. In what follows we shall consider the 10-year schooling stage and then the +2 stage. In such a case it will be necessary to take into account the implications in terms of buildings, equipment and personnel (availability and training), of the curriculum (particularly, at the lower level, of the place of Science and English) and examinations, and of equality of opportunity available to

individual pupils. It will also be necessary to discuss how the transition from the old to the new system may be achieved. First, however, let us look at the overall pattern as set out in *Diagram 1*. The basic features of the proposed new structure are :

LOWER PRIMARY	4 years	} 10 years.
UPPER PRIMARY	3 years	
LOWER SECONDARY	3 years	
UPPER SECONDARY	2 years	

1 : 7. The innovative, though not original feature, is the introduction of three courses at the +2 level, especially that of teacher training ; that is, it is now proposed that the training of teachers for elementary level (lower and upper primary schools) should be done in the upper Secondary Schools. The implications of this will be discussed later. Another attractive feature is the fact that the student does not need to commit himself irrevocably to a particular course of study at the +2 level. There is sufficient flexibility for the vocational student still to be able to qualify for University or teacher training, and for the general stream student to transfer to a vocational or teacher training course after upper secondary.

1 : 8. It will be seen from *Diagram 1* that the basic change is from the current 5+3+4+2 (Classes A, B, I to X+2 year Pre-University) system to a 4+3+3+2 system which in itself represents a gradual change from the Meghalayan system in the early stages to the national system in the later stages. As will be explained, this does not necessarily imply a loss of two years' schooling (in any case it might be argued that additional years' schooling is above the national norm and a social and economic burden on parents). It should be particularly noted that no attempt has been made to indicate classes, and the figures simply show the number of years of schooling, not classes. False designations at this stage can cause unbelievable confusion.

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1 : 9. The ten-year stage is divided into two parts : elementary schooling, that is the first seven years of formal schooling, and lower secondary schooling. The elementary cycle is divided into a four-year lower primary cycle and a three-year upper primary cycle. The fundamental change here is that the Class A moves out of the formal system and becomes a non-formal pre-primary class. Now if we look at *Diagram II*, we can see the relationship between the existing Meghalayan system, the NCERT basic system and the proposed system. Class B becomes Standard 1 (it is necessary to adopt a new nomenclature to avoid or at least reduce confusion during the transition period) and Class I becomes Standard 2 and so on.

1 : 10. The implications of the removal of Class A to a non-formal system which may be the responsibility of a voluntary organisation with Government support in matters of buildings, maintenance, teaching aids and supervision, are important. The care and education of the pre-primary child are important elements in the formulation of a social policy and may have important bearings on some aspects of educational policy. The percentage of drop-out between Class A and Class B is a little over 57 per cent in Meghalaya (Third All-India Educational Survey) which means that this level of instruction requires a close examination any way. Experience elsewhere also seems to indicate that pre-primary education may also have some important bearing on the problem of drop-outs. By removing the Class A from the formal system and making it an object of special attention it should be possible to make this level of education more effective. The development of this level of education needs to be actively encouraged not only as an aspect of social but also of educational policy. In particular, selected teachers may be trained for this work which at this level is specialised. Such teachers might gradually be drawn from the pool of nonmatriculate untrained teachers who are at present working in primary schools and who should ultimately be replaced by those matriculate trained teachers who will first appear as products of the new system in 1982.

1 : 11. The proposed new lower primary cycle would, initially, require no new buildings since it would simply replace the former Class A to III. Space released

by the reallocation of Class A can be used for reaccommodating increased enrolment at the lower primary level. An increase in enrolment and a decrease in the rate of drop-out is one of the major objectives of the restructuring of the system.

1 : 12. Similarly, the teachers are already in position at this level. If teachers are released by the reduction of the number of classes in the formal lower primary system from five to four, they may possibly be deployed in looking after extra classes or in being re-trained to teach the pre-primary course. Such teachers may also provide the natural wastage necessary if untrained teachers are to be replaced by trained teachers. As will be seen later, a certain degree of re-training of teachers at this level will be required.

1 : 13. Academically, the first four classes may be divided into two sub-levels: Standards 1 and 2 and Standards 3 and 4. NCERT, with the assistance of UNICEF, is in the process of developing a curriculum for the first two classes which will integrate the basic components of language, social studies, mathematics and science. Such a programme is being carried out in 15 selected States, among which Meghalaya is not at this stage included. The State might explore the possibility of participating in the programme on its own initiative now. In fact if the transition is to commence in 1978, immediate action to develop new curricula will be necessary. It is anticipated that in Standards 1 and 2 all teaching will be in the vernacular.

1 : 14. In Standards 3 and 4 it is proposed to start the rudiments of English. This implies the provision or development of suitable material, the training of teachers, and possibly the provision of written guidance material for the teacher. The UNICEF-assisted Science Education Programme already exists for (NCERT) classes 3, 4, 5. It has recently been revised to provide a three-year environmental science course. The adaptation of this course to provide a two-year course for the proposed Meghalaya Standards 3 and 4 should be a relatively easy matter. (Standard 3 course will be required in 1978 and Standard 4 in 1979). Such an adaptation has already been successfully achieved in Karnataka and Kerala, where

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there are also 4-year lower primary cycle, and in Gujarat and Maharashtra where there is an integrated 7-year elementary cycle. This work could be done by the SCERT which has been set up. The implication for the implementation of the UNICEF-assisted Science Education Programme are discussed elsewhere at ANNEXURE II, where the requirements for the provision of kits and re-training of teachers are also outlined. Teaching would once again be in the vernacular.

1 : 15. It is suggested that one important innovation within this four-year cycle should be the abolition of promotional examination between Standards 1 and 2, 2 and 3, 3 and 4. However, some form of evaluation to encourage the pupil and to assess his progress should be retained in the form of periodic tests. It also seems that as long as the disparity between the number of lower primary schools (3,221) and upper primary schools (405) remains, it will be necessary to retain a promotional examination after Standard 4. The long term aim should be to remove this hurdle as well.

1 : 16. The new Standards 5, 6, 7 correspond exactly with the old Classes IV, V, VI. In the first place, then, there should be no problems over buildings and personnel since they already exist in the present middle/senior basic schools. Of course, if as is planned, the enrolment increases, provision will have to be made for additional schools and teachers.

1 : 17. English is already taught in the middle/senior basic schools (Classes IV to VI). The re-structuring of the system provides an opportunity of revising the English curriculum and co-ordinating it with the work in English that is to begin in the lower primary cycle. (The reason for this emphasison English will become apparent at the next stage). Once again a ready-made three-year science course developed by the NCERT exists (UNICEF -assisted Middle School Science Education Programme). This, however, is developed for (NCERT) Classes 6, 7, 8. It would, therefore, have to be adapted to take account of the one year lag introduced at this level in the new Standards 5, 6, 7 which correspond to NCERT Classes 6, 7, 8. Once again such an adaptation has already been carried



out by some other States. This is likely to be a particularly opportune time for such a modification. First, NCERT has revised the syllabus, so that it is now an integrated science course; second, it is almost certain that Meghalaya will wish to adapt the course to its own needs and environment. Teaching, apart from English, would be in the vernacular. However, a problem may occur in translating scientific terms into Khasi and Garo. The introduction of the relevant English terms when developing the texts might be possible. The advice of linguistic experts will be very necessary.

1 : 18. As in the lower primary cycle, it is proposed that promotional examinations between Standards 5 and 6, and 6 and 7 should be abolished, but that an effective means of monitoring the pupils' progress should be retained.

1 : 19. The present lower secondary cycle is of four years' duration. The proposed cycle will have a duration of three years. It is obvious that this change should provide a surplus of staff and accommodation. In theory, of course, it should provide for a 30 per cent increase, but in practice neither staff nor accommodation can be utilised so completely. There appears to be no reason why, academically pupils in Meghalaya should not reach the same level at the same age as pupils in other parts of India. Thus, according to the proposed system by the time a pupil reaches Standard 9 in Meghalaya he or she will be on a par with pupils in other States. It is for this reason that Standard 8 represents an important step. It represents a transition stage during which the pupil is prepared for the two-year lower secondary curriculum of years 9 and 10.

1 : 20. Standard 8 is vital for another reason, for it is during this year that transition to English as the medium of instruction occurs.

1 : 21. The present four-year curriculum for classes VII to X will need complete revision. It will probably have to be developed, as suggested above, into a two-stage

curriculum. Standard 8 is a transition year, and Standards 8, 9 and 10 together will correspond to the NCERT Classes 9 and 10. In Science, the NCERT has already developed courses in Physics, Chemistry and Biology which are now under trial. The development of these new syllabuses will inevitably mean an extensive programme of retraining teachers and it will provide a fine opportunity for revising examination procedures as well.

1 : 22. Thus, we have proceeded by a process of gradual transition, without much disturbing the basic physical structure of school, from the distinctive system of Meghalaya which has existed for so long to the modern pattern of education which is likely to be adopted throughout most of India. By so doing we have not made extra demands on materials and manpower, but we have increased the opportunities to enter and remain within the school system. A particular problem area—Class A has been singled out for special attention. It must be pointed out here that the financial implications, in terms of materials and personnel, will be considerable if the pre-primary year is to provide an effective incentive for children to join the formal education system.

1 : 23. Far-reaching changes are proposed for the +2 level (Standards 11 and 12). Having successfully completed Standard 10, the pupils will be offered a choice of three courses :

1. *General*
  - humanities and social science group
  - science group
2. *Vocational*
  - commerce group
  - business group
  - agricultural group
  - animal husbandry group
  - agro-industry group
  - agro-business group
  - home-science and community service group
  - art and culture group
  - para-medical service group
  - technology group

Initially, probably only a relatively small selection of the subjects within these groups will be available.

### 3. *Teacher training*

1 : 24. The pupil will be expected to offer six subjects (see ANNEXURE I for details). One, English language, will be compulsory. Three will be chosen from groups within his elected course. The remaining two will be chosen from groups within the other two courses. The combinations for those following the teachers training course will be slightly more restricted. One of the advantages of such a system should be that a transfer from one course to another will be possible after Standard 12. For example, those who followed the vocational or teacher training course should still be able to qualify for entrance to University.

1 : 25. There are many advantages if the teacher for the elementary schools are trained in Standards 11 and 12 of the upper secondary school. Most obviously, the teachers are receiving their instruction within the school system and not in an institution with a separate existence, such as the Basic Training Schools or the Normal Schools which work in complete isolation. Second, they will be able to continue their interest in general or vocational subjects. Nor will they be precluded from entering University. If schools catering for Standards 1 to 12 can be created, then they will be able to practise their teaching within the school. Teachers so trained will be qualified to teach at either lower primary or upper primary level: thus any undesirable distinction between middle school and primary school teachers will eventually be removed. They will also be trained to teach all subjects including science. Not only will they have compulsorily studied science up to Standard 10, but they will also have to have studied the methodology of teaching science in Standards 11 and 12. Finally, of course, the teacher will be trained *before* entering the school as a teacher. Matriculation will no longer be a sufficient qualification alone to start teaching. Indeed, the standard reached will in fact be that of a pass at the present pre-University level.

1 : 26. It is estimated that some 15 (Shillong 8, Jowai 2, Cherrapunjee, Williamnagar, Tura 2, Mendhipathar and Nongstoin) new upper secondary schools will be required and, ideally, they should be schools catering for Standards

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from 1 to 12. Probably, there will have to be new buildings, although in some cases Basic Training Schools or Normal Schools (e.g., Cherrapunjee) might be altered and extended.

1 : 27. The staff who at present teach the equivalent of the +2 stage are working in colleges. This raises the problem of re-assignment of staff without loss of status or remuneration, if the general course for Standards 11 and 12 is to be transferred to upper secondary school. Since a wide variety of subjects in unlimited combination is likely to be offered, this may require additional recruitment. Staff, too, for the teacher training course is also in existence, although in this case in Basic Training Schools and Normal Schools. It is probable that each Upper Secondary School would require a staff of four to sustain the teacher training course (a total of 60); this makes transference and recruitment inevitable. The staff for the vocational course will have to be newly recruited, and ways must be explored of encouraging those with experience and qualifications in the vocational field to re-enter the educational system as teachers or instructors. Initially, the retired personnel from the PWD and other technical Departments of the Government may be entertained.

1 : 28. In order that the possibility of transference between courses remains, at least one institution will have to be created which can provide a vocational course for those who, after completing the general or teacher training course, wish to transfer. For those who wish to transfer to the teacher training course it is proposed to develop a special two-year course. One year would be in an institution; the second year would be a correspondence course supported by short in-service course(s). During this second year the student would commence teaching but would not be confirmed until he has successfully completed his second year course. This system could also provide training facilities to teachers already in employment. The same problem does not arise with transfers to the academic course since the University courses are already in existence. However, some means of ensuring equality of opportunity to enter the University for those who have successfully completed the vocational and teacher training courses, based on equivalence of qualifications, will have to be devised.

1 : 29. The Basic Training Schools and Normal Schools during the initial stages of the transition will be needed for providing intensive in-service training and orientation courses. Provision and planning for the staffing of the courses is required.

1 : 30. New syllabuses for the +2 stage (Standards 11 and 12) will have to be developed by the SCERT in consultation with the NCERT and the University. Syllabuses for science at this level are at present being developed by the NCERT. As will be seen, the proposed time table for transition will allow sufficient time for new courses to be developed, tried out and revised.

1 : 31. The details of the transition are shown in *Diagram III*.

1 : 32. The present system will continue through the academic year 1977-78 with one exception. Those entering Class VII in 1977 will embark on a specially adapted 3-year Secondary Course to prepare them for the new Upper Secondary Course (Standards 11 and 12), the first year of which will commence in 1980. Those who enter Class VII in 1977 will be the last to pass through the old system. Thus, the immediate need is the development of this three-year transition course and discussions on its implications for matriculation examination and entrance to upper secondary classes.

1 : 33. In 1978 new curricula should be ready for Standard 1 (integrated language, science, mathematics, social studies, etc.), Standard 3, Standard 5, Standard 8. It should be noted that Classes IX, X, XI and XII will continue to exist (a new Standard 9 will also exist). Classes B to VIII will be renamed Standards 1 to 9.

1 : 34. 1979 will see the introduction of the second year of the curricula mentioned above, that is, Standard 4, Standard 6, Standard 9. A new examination for Standard 4, the terminal class of the lower primary school will be required. Class IX will cease to exist but Classes X, XI, XII (old style) continue. Standard 10 will take matriculation based on a three-year course. If successful, unlike their predecessors, they will not enter college, but will enter the new Upper Secondary course in Standard 11.

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1 : 35. The next year, 1980, is the crucial one in the transition process. The lower primary cycle (Standard 1 to 4) should be completely transferred to the new system and revisions and modifications of the new course can now take place. The introduction of new curricula for Standards 7 and 10 will complete the course for the upper primary and lower secondary cycles. New examinations will be required for Standard 7 (Elementary School Leaving Certificate) and Standard 10 (Matriculation). A new curriculum for the first year of the +2 stage (Standard 11) will have to be introduced. Class X will cease to exist, but Classes XI and XII continue. Arrangements will have to be made for Standard 11 in the new Upper Secondary School where those taking the second year of the course will have to be provided for. The first year of teacher training will be taking place in Upper Secondary Schools. The problem will not exist with Basic Training Schools as it is a one-year course.

1 : 36. The first year of the transition is 1981. The transition of the first 10 years of the school will be completed. Revision and modification of the Lower Secondary course can now take place. The curriculum for the second year of the Upper Secondary course will be introduced. Of the old system only Class XII will remain in the present colleges for the last year. New examinations will be required for those who have followed the new General, Vocational, and Teacher Training courses. The first products of the new system (those who are this moment in Class VI) will appear in March 1982.

1 : 37. This model structure pre-supposes that Science and Mathematics will be compulsory subjects for both boys and girls from Standard 1 to Standard 10.

1 : 38. The suggested period of five years for the smooth transition from the old to the new system is the minimum possible. The changes are staggered so as to allow adequate time for both planning and development and for trial and revision at each level. The major changes are scheduled for March 1980, which leaves almost four years for meeting the additional requirements for buildings and personnel and for preparing those who will be affected by the transition for the changes that they themselves will have to effect. The preparation of

all levels of society for such change is the most important and most neglected aspect of this type of operation. The effectiveness of the new system which emerges in 1982 will depend upon the knowledgeable and willing co-operation of all those who are concerned.

1 : 39. It may be emphasised that the above timetable pre-supposes that the new pattern will be introduced in 1978. The transition from the old to the new pattern will take five years, and this period cannot be reduced. It will be for the Government to decide urgently on the dates for the introduction of the new pattern, as the delay would dislocate the schedule and further postpone the attainment of the uniformity with the rest of the country which is intended to be brought about through the new pattern.

## ANNEXURE I

### *Diversified courses available at the Upper Secondary Stage (Classes XI and XII)*

Each student will be required to take six subjects one of which is compulsory :

#### *Compulsory :*

English language :

This will be a specially designed paper, providing choice of various aspects of the applications of English to General, Vocational and Teacher Training streams.

#### *Electives :*

Any five subjects chosen from the following groups. In the case of those students following the GENERAL or the VOCATIONAL courses three subjects must be chosen from groups within the appropriate course. The remaining two subjects may be chosen from any group or groups in either of the two courses. In the case of student following the TEACHER EDUCATION courses, the four subjects indicated must be offered and one subject chosen from any other group in any other course. In addition, students, following the TEACHER EDUCATION course will be expected to undertake practical teaching. The courses and groups within them are as follow :—

### GENERAL COURSE

#### *A. Humanities and Social Sciences Group*

1. Language and literature (Hindi, Assamese, Bengali, Khasi, Garo, etc.).  
or  
English literature.
2. History.
3. Economics.
4. Political Science.
5. Sociology.
6. Geography.
7. Mathematics.
8. Home Science.
9. Psychology.
10. Elements of Philosophy.
11. Physical Education.



**B. *Science Group***

12. Physics.
13. Chemistry.
14. Mathematics
15. Biology.
16. Engineering Drawing.
17. Home Science.
18. Statistics.

## VOCATIONAL COURSE

**A. *Commerce Group***

19. Advanced Accountancy.
20. Principles and Practices of Commerce.
21. Economic and Commercial Geography.
22. Mathematics.

**B. *Business Group***

23. Advertising and Salesmanship.
24. Office Organisation and Records Management.
25. Shorthand and Typewriting.
26. Secretarial Work and Practice, Contract Law.
27. Law and Practice of Banking.
28. Principles of Insurance (Life, Fire, Marine Accident).
29. Purchasing and Store-keeping.
30. Book-keeping.
31. Auditing.
32. Retailing.

**C. *Agriculture Group***

33. Seed Production.
34. Olericulture.
35. Pomology and Floriculture.
36. Mushroom Cultivation.
37. Elements of Forestry and Soil Conservation.

**D. *Animal Husbandry Group***

38. Dairying.
39. Poultry and Duck Farming.
40. Piggery.
41. Fishery
42. Bee-keeping.
43. Sericulture.
44. Lac-culture.
45. Leather Processing.

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**E. Agro Industry Group**

46. Food Processing.
47. Feed Processing
48. Agro Mechanics (relating to tractor, tubewell, pumping sets and other employments).

**F. Agro Business Group**

49. Seed, Manure, Pesticide Stockists.
50. Custom Services.
  - (i) Pesticide and Plant Production Service.
  - (ii) Post Harvest Agricultural Operations.

**G. Home Science and Community Service Group**

51. Costume Designing.
52. Institutional Catering.
53. Textile Designing and Block Printing.
54. Food Preservation.
55. Art and Craft in Pre-school Education.
56. Weaving and Handicraft.

**H. Art and Culture Group**

57. Commercial and Decorative Design.
58. Interior Decoration.
59. Painting.
60. Sculpture.
61. Music—Vocal and Instrumental.
62. Dancing—Classical and Oriental.

**I. Para-Medical Services Group**

63. Nursing.
64. Child Care.
65. Optometry.
66. Midwifery.
67. Pharmacy.

J. *Technology Group*

68. Maintenance Mechanic's Course.
69. Draftsman's Course.
70. Graphics.
71. Printing.
72. Refrigeration.
73. Basic Electric Engineering Course.
74. Oil Technology.
75. Photography.
76. Tourism.
77. Librarianship.

## TEACHER TRAINING COURSE

78. Principles of Elementary Education and Elementary Psychology and Child Development.
79. School Administration, Health and Community Education. the History of Indian Education.
80. Methodology of Teaching (Science, Mathematics, Work Experience and Art).
81. Methodology of Teaching (Social Sciences),  
Language (Khasi or Garo)  
Language (English)  
Language (Hindi, Bengali, Assamese, etc).

## ANNEXURE II

*Implications for the Unicef-assisted Science Education Programme at Primary and Middle levels*

The Unicef-assisted Science Education Programme comprises the following components :

*Primary*

Science is Doing Yr. III.  
 Science is Doing Yr. IV. — Primary Science kit.  
 Science is Doing Yr. V.

*Middle*

Physics Yr. 1. — Physics kit  
 Biology Yr. 1.  
 Physics Yr. 2. — Physics kit II.  
 Biology Yr. 2.  
 Chemistry Yr. 2. — Chemistry.  
 Physics Yr. 3. — Physics kit III.  
 Biology Yr. 3.  
 Chemistry Yr. 3.

The pilot programme has currently been introduced in Class III (Primary) and Class VI (Middle) in selected schools. In view of the structure of the course and of the M. E. School system this will present problems in the next year, since in each case the course will continue in a different school. For example, those at present studying the course in Class III will transfer in 1977 to Class IV, which will be in a different school (Middle School). Thus, if the course too is to continue, then it must also start the next year in a different school. This implies the training of a different cadre of teachers and the provision of a first one will be situated in a primary school. At the pilot stage there may also be problems in ensuring the pupils who have studied the courses in Year III of a pilot primary school can transfer to a middle school which offers Year IV of the course. A similar problem exists at the middle level. A new group of teachers will have to be oriented and trained. The problem of kits only occurs in Biology where there is one kit for three years. It does

not occur with Physics and Chemistry, because there is a separate kit for each year of the Physics course and the Chemistry course does not start until the second year of the programme, when it will have already been transferred to Secondary School. None of these problems is insuperable ; however the fact that in the Secondary School the student is already studying for the Meghalaya Board Examination does pose an intractable problem at present.

If we refer to Diagram IV we shall also see that the courses are possibly being introduced in too high a class in each case. The NCERT book Science is Doing Yr. III was designed for the equivalent of the current Meghalaya Class II, not Class III.

This is the current situation. By 1980 we wish to implement the following courses (see Diagrams III and IV) : for Standards 3 and 4, a two-year Lower Primary course ; for Standards 5, 6 and 7, a three-year Upper Primary course. Years 3 and 5 of these courses have to be ready by 1978. Since NCERT has developed already the courses which are the basis of the Unicef-assisted programme and since similar adaptations have already been carried out by various States, it would not be wise to ignore this work.

It is suggested that the following actions are taken :

- (a) that this year's trials in Classes III and VI are regarded as trials of implementation, administration, training and evaluation ;
- (b) that the trials are continued within the frame work of the UNICEF programme, but that next year 1977 the courses are introduced as follows ;

Class II Science is Doing Yr III.

Class III Science is Doing Yr IV

Class V Physics, Biology Yr I

Class VI Physics, Chemistry, Biology Yr 2

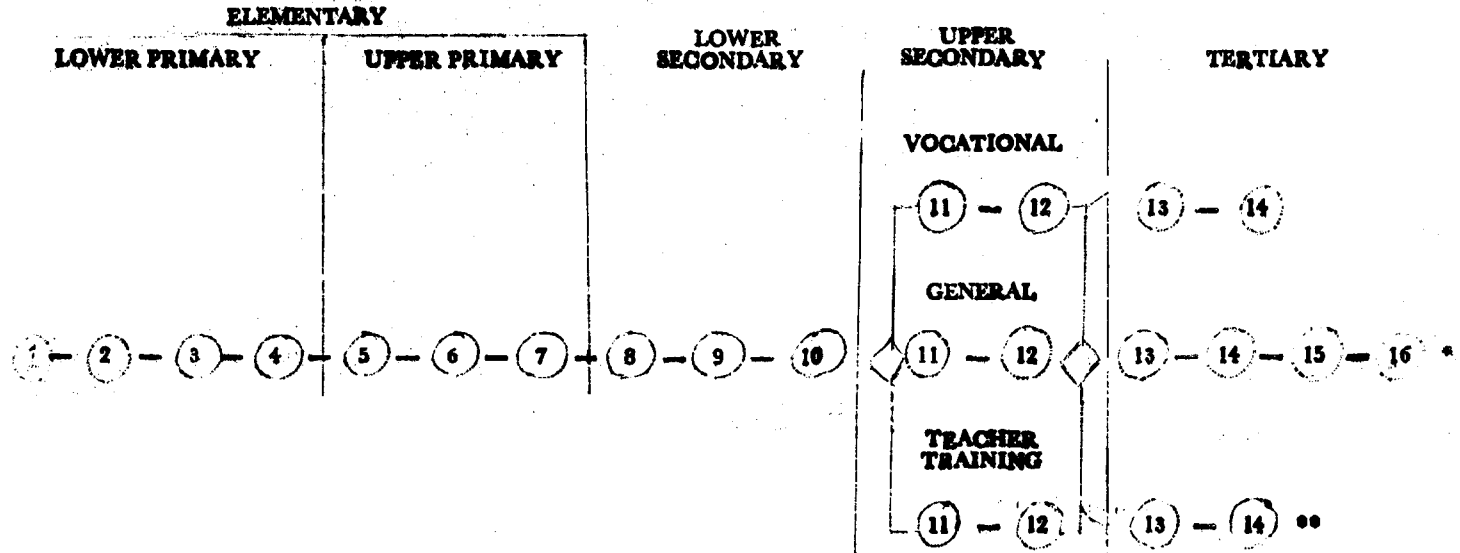
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- (c) *that immediate steps are taken to develop curricula, especially the writing of text book and the designing of kits by adapting*
- (i) the NCERT Science is Doing Course Year III to V and the revised environmental courses,
  - (ii) the NCERT middle school courses to form an integrated science course in Physics, Chemistry and Biology for Standards 3 and 5 must be ready for March 1978.

The whole question of the status of UNICEF assistance would have to be discussed with UNICEF and NCERT. It is clear, however, that with the proposed re-structuring of the school system in Meghalaya it would be impractical to adopt the Unicef-assisted programmes without sensible adaptation. The situation is not made easier by the fact that the closing stages of the implementation of the UNICEF programme have now been reached, as such many States have already completed the first two phases of the programme and UNICEF is beginning to reduce its input, particularly at middle level.

DIAGRAM I

PROPOSED STRUCTURE FOR THE MEGHALAYA SCHOOL EDUCATION SYSTEM



*Notes:*—Numbers refer to years of education and not necessarily to the class.

\* Years 13, 14, 15, 16 represent a three-year University course plus, say, a one-year Post-Graduate Course, e.g., for a B. Ed.

Year 14 in the TEACHER TRAINING Course (that is, the course for those from the GENERAL and VOCATIONAL streams who decide to become teachers) will be a combined correspondence and short in-service course.

**DIAGRAM II**

**CORRESPONDENCE BETWEEN**

- Present Meghalaya School System
- NCERT Basic School System
- Proposed Meghalaya School System

Appropriate age	Present Meghalaya system	NCERT basic system	Proposed Meghalaya system	
Years	Class	Class	<u>STANDARD</u> <u>PRE-PRIMARY</u>	Pre-primary
5+	A			
6+	B	1	1	
7+	I	2	2	
8+	II	3	3	lower primary
9+	III	4	4	
10+	IV	5	5	upper primary
11+	V	6	6	
12+	VI	7	7	
13+	VII	8	8	lower secondary
14+	VIII	9	9	
15+	IX	10	10	
16+	X	11	11	upper secondary
17+	XI	12	12	
18+	XII			



DIAGRAM III


APPENDIX F (xxxI)

TRANSITION BETWEEN OLD AND NEW SYSTEMS

1977	1978	1979	1980	1981	1982
B	1	1	1	1	
I	2	2	2	2	
II	③	③	③	③	
III	4	④	④	④	
IV	⑤	⑤	⑤	⑤	
V	6	⑥	⑥	⑥	
VI	7	7	⑦	⑦	
VII	⑧	⑧	⑧	⑧	
VIII	9	⑨	⑨	⑨	
IX	10	⑩	⑩	⑩	
X	11 X	11 X	⑪	⑪	
XI	12 XI	12 XI	12 XI	⑫	
XII		XII			XII

first outputs from system

Note:

- 1 Roman numerals denote old system **FORMS**,
- 2 Arabic numeral denote new system **STANDARDS**.
- 3 ○ denotes introduction of revised curriculum, particularly in Science and English.
- 4 □ denotes introduction of transition course at **STANDARDS**.
- 5  denotes special three-year transition based on present four-year curriculum at lower secondary level to prepare for new upper secondary stage.

**DIAGRAM IV**

**SCIENCE EDUCATION PROGRAMME IN MEGHALAYA**

Present Meghalaya	NCERT basis	Proposed Meghalaya
A		
B	1	1
I	2	2
II	3	3
III	4	4
IV	5	5
V	6	6
VI	7	7
VII	8	8
VIII	9	9
IX	10	10
X	11	11
XI	12	12
XII		

☐ represents years covered by Science Education Programme

ANNEXURE III

THE MEGHALAYA SCHOOL EDUCATION BILL, 1976

No.....of 1976

( July, 1976 )

A BILL to provide for better organisation and development of school education in the State of Meghalaya and for matters connected therewith or incidental thereto.

To be enacted by the Meghalaya Legislative Assembly in the Twenty-fifth Year of the Republic of India as follows :—

CHAPTER I

PRELIMINARY

Short title  
extent and  
commen-  
cement.

1. (1) This Bill may be called the Meghalaya School Bill, 1976.

(2) It extends to the whole of the State of Meghalaya.

(3) It shall come into force on such date as the State Government may, by notification, appoint, and different dates may be appointed for different provisions of this Bill, and any reference to the commencement of this BILL in relation to any provision thereof shall be construed as a reference to the date on which that provision comes into force.

Definitions.

2. In this BILL unless the context otherwise requires :

- (a) "State Government" means the State Government of Meghalaya ;
- (b) "Advisory Board" means the Board referred to in section 22 ;
- (c) "aid" means any aid granted to a recognised school by the Central Government, State Government, a local authority or any other authority designated by the State Government, Director, or a local authority ;

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(d) "aided school" means a recognised private school which is receiving aid in the form of maintenance or development grant from the State Government or local authority or any other authority designated by the State Government ;

(e) "appropriate authority" means—

(i) in the case of a school recognised or to be recognised by an authority designated or sponsored by an authority designated or sponsored by the Central Government, that authority ;

(ii) in the case of a school recognised or to be recognised by the Director, or any other officer authorised by him in this behalf ;

(iii) in the case of school recognised or to be recognised by the District Council, that Council ;

(iv) in the case of any other school, the Director or any other officer authorised by him in this behalf ;

(f) "Government" means the State Government ;

(g) "Director" means the Director of Public Instruction, Meghalaya, and includes any other officer authorised by him to perform all or any of the function of the Director under this BILL ;

(h) "employee" means a teacher and includes every other employee working in recognised/unrecognised/aided/unaided school ;

(i) "existing employee" means an employee of an existing school who is employed in such school immediately before the commencement of this BILL, and includes an employee who was employed in such school for a period of not less than twelve months immediately preceding the commencement of this BILL ;

(j) "existing school" means a recognised school which is in existence at the commencement of this BILL ;

- (k) "Head of school" means the Principal academic officer, by whatever name called, of recognised school ;
- (l) "local authority" means—
- (i) in relation to an area within the local limits of the District Council, that Council ;
- (m) "managing committee" means the body of individuals who are entrusted with the management of any private school ;
- (n) "minority school" means school established and administered by a minority having the right to do so under clause (1) of Article 30 of the Constitution ;
- (o) "notification" means a notification published in the official Gazette ;
- (p) "prescribed" means prescribed by Rules made under this BILL.
- (q) "private school" means a school which is not run by the State Government, a District Council or any other authority designated or sponsored by the State Government, Director or a District Council ;
- (r) "public examination" means an examination conducted by the Meghalaya Board of School Education or any other Board which may hereafter be established for the purpose, and recognised by the Director or any other officer authorised by him in this behalf ;
- (s) "recognised school" means a school recognised by the appropriate authority ;
- (t) "school" includes a pre-primary, elementary and high/higher secondary school, and also includes any other institution which imparts education or training below the degree level, or an institution which imparts technical and vocational education ;
- (u) "school property" means all movable and immovable property belonging to, or in the possession of the school and all other rights and interests in, or arising out of

such property, and includes land, building and its appurtenances, play-ground, hostels, furniture, books, apparatus, maps, equipment, utensils, cash, reserve funds, investments and bank balances ;

- (v) "teacher" includes the Head of a school ;
- (w) "unaided minority school" means a recognised minority school which does not receive any aid ;
- (x) "educational institution" means a school or any other institution (including boarding home or hostel attached to it) by whatever name called, the management of which carries on (either exclusively or among other activities) the activity of imparting education therein and includes all premises attached thereto ;
- (y) "grant" or "grant-in-aid" means any sum of money paid as aid out of State funds to any educational institution ;
- (z) "inspection" means the scrutiny of records, registers and checking of physical specifications as determined by the competent authority in regard to buildings, libraries, laboratories, play-grounds and other allied matters and the overall appraisal of the educational institution and its functionaries in the development of the physical plant of the institution.

## CHAPTER II

### ESTABLISHMENT, RECOGNITION, MANAGEMENT OF AND AID TO SCHOOLS

Power of the Director to regulate education in school.

3. (1) The Director may regulate education in all the schools in Meghalaya in accordance with the provisions of this BILL and the rules made thereunder.

(2) The Director may establish and maintain any school in Meghalaya, may permit any person or local authority to establish and maintain any school in Meghalaya, subject to compliance with the provisions of this BILL and the Rules made thereunder.

(3) On and from the commencement of this BILL and subject to the provisions of clause (1) of Article 30 of the Constitution, the establishment of a new school or the opening of a higher class or closing down of an existing class in any existing school in Meghalaya shall be subject to the provisions of this BILL and the Rules made thereunder and any school or higher class established or opened otherwise than in accordance with the provisions of this BILL shall not be recognised by the appropriate authority.

4. (1) The appropriate authority may, on an application made to it in the prescribed form and in the prescribed manner, recognise any private school :

Provided that no school shall be recognised unless—

- (a) there is adequate financial provision for continued and efficient maintenance of the institution regarding payment of salary and allowances to its employees, as prescribed by the competent authority ;
- (b) there is need for providing educational facilities to the people in the locality ;
- (c) it has suitable or adequate accommodation and sanitary facilities having regard, among other factors, to the number, age and sex of the pupils attending it ;
- (d) it provides for approved courses of study and efficient instruction ;
- (e) it has teachers with prescribed qualifications ;
- (f) it has the prescribed facilities for physical education, library service, laboratory work, workshop practice or co-curricular activities ;
- (g) the application satisfies the requirement laid down by this BILL and the rules and orders made thereunder.

(2) Every application for recognition of a school shall be entertained and considered by the appropriate authority and the decision thereon shall be communicated to the applicant within a period of four months from the date of the receipt of the application ; and where recognition is not granted, the reasons for not granting such recognition shall also be communicated to the applicant within the said period.

(3) Where recognition to a school is refused, any person aggrieved by such refusal, may, within thirty days from the date of communication to him of such refusal, appeal against such refusal, in the prescribed manner, to the prescribed authority and the decision of the prescribed authority thereon shall be final :

Provided that the prescribed authority may, if it is satisfied that the appellant was prevented by sufficient cause from preferring the appeal within the said period of thirty days, extend, for reasons to be recorded by it in writing, the said period by a further period of sixty days.

(4) Where the managing committee of a school obtains recognition by fraud, misrepresentation or suppression of material, particulars or where, after obtaining recognition, the school fails to continue to comply with any of the conditions specified in the proviso to sub-section (1) or in the public interest the authority granting the recognition may, after giving the managing committee of the school a reasonable opportunity of one month's notice showing cause against the proposed action withdraw the recognition granted to such school under sub-section (1).

(5) The recognition granted under sub-section (1) shall not, by itself, entitle any school to receive aid.

(6) Every existing recognised school shall be deemed to have been recognised under the section and shall be subject to the provisions of this BILL and the rules made thereunder :

Provided that where any such school does not satisfy any of the conditions specified in the proviso to sub-section (1), the prescribed authority may require the school to satisfy such conditions and such other conditions as may be prescribed, within a specified period and if any such condition is not satisfied, recognition may be withdrawn from such school.

(7) Every school, whose recognition is withdrawn under sub-section (4) or sub-section (6), may appeal to the prescribed authority, who shall dispose of the appeal within six months from the date of presentation of the appeal in such manner as may be prescribed, and if the appeal is not disposed of within that period, the order for the withdrawal of recognition shall, on the expiry of the said period of six months, stand cancelled.



(8) On hearing an appeal preferred under sub-section (3) or sub-section (7), the prescribed authority may, after giving the appellant a reasonable opportunity of being heard, confirm, modify or reverse the order appealed against.

Scheme of management. 5. (1) Notwithstanding anything contained in any other law for the time being in force or if any instrument having effect by virtue of any such law, the managing committee of every recognised school shall make, in accordance with the rules made under this BILL and with the previous approval of the appropriate authority, a scheme of management for such school :

Provided that in the case of a recognised private school which does not receive any aid, the scheme of management shall apply with such variations and modifications as may be prescribed :

Provided further that so much of this sub-section as relates to the previous approval of the appropriate authority, shall not apply to a scheme of management for an unaided minority school.

(2) A scheme may be made, in like manner, to add to, vary or modify any scheme made under sub-section (1).

Aid to recognised schools. 6. (1) The State Government may, subject to such conditions as may be prescribed, pay to the Director for distribution of aid to recognised private schools, such sums of money as that Government may consider necessary :

Provided that no existing school receiving, immediately before the commencement of this BILL, aid shall be eligible for the continuance of such aid unless it complies, within such period as may be specified by the Director, with the conditions specified in the proviso to sub-section (1) of section 4.

(2) The authority competent to grant the aid may stop, reduce or suspend aid for violation of any of the conditions prescribed in this behalf.

(3) The aid may cover such part of the expenditure of the school as may be prescribed.

(4) No payment, out of the aid given for salary, allowances and provident fund of employees of the school, shall be made for any other purpose.

(xxx)

(5) No aid shall be given to a school the management of which has been taken over under section 20.

(6) No unrecognised school shall be eligible to receive any aid or other financial assistance from the Government.

### CHAPTER III

#### SCHOOL PROPERTY

School property 7. (1) The management of every aided school shall furnish to the appropriate authority, initially, at the time of grant of aid and thereafter annually, a statement containing a list of school property together with such particulars as may be prescribed.

(2) Notwithstanding anything contained in any other law for the time being in force, no transfer, mortgage or lease of any movable or immovable property of an aided school, not being the property specified in the rules, shall be made except with the previous permission of the appropriate authority :

Provided that where the appropriate authority omits or fails to dispose of the application for such permission within sixty days from the date of receipt of the application in this behalf, the permission shall, on the expiry of the said period of sixty days, be deemed to have been granted.

(3) Any person aggrieved by the grant or refusal of permission under sub-section (2) may prefer in such form and within such time as may be prescribed, an appeal to the State Government against such grant or refusal of permission and the decision of the State Government thereon shall be final.

(4) Any transaction made in contravention of the provisions of sub-section (2), or, as the case may be, decision of State Government shall be void.

## CHAPTER IV

TERMS AND CONDITIONS OF SERVICE  
OF EMPLOYEES OF RECOGNISED  
PRIVATE SCHOOLS

Terms and  
conditions  
of service  
of employ-  
ees of re-  
cognised  
private  
schools.

8. (1) The Director may make rules regulating the minimum qualifications for recruitment, and the conditions of service of employees of recognised private schools :

Provided that neither the salary nor the service conditions of an employee in the employment of an existing school at the commencement of this BILL shall be varied to the disadvantage of such employee :

Provided further that every such employee shall be entitled to opt for terms and conditions of service as they are applicable to him immediately before the commencement of this BILL.

(2) Subject to any rule that may be made in this behalf, no employee of a recognised private school shall be dismissed, removed or reduced in rank nor shall his service be otherwise terminated except with the prior approval of the COMPETENT authority.

(3) Any employee of a recognised private school who is dismissed, removed or reduced in rank may, within three months from the date of communication to him of the order of such dismissal, removal or reduction in rank, appeal against such order to the Director.

(4) Where the managing committee of a recognised private school intends to suspend any of its employees, such intention shall be communicated to the COMPETENT authority and no such suspension shall be made except with prior approval of the COMPETENT authority :

Provided that the managing committee may suspend an employee with immediate effect and without the prior approval of the COMPETENT authority if it is satisfied that such immediate suspension is necessary by reason of the gross misconduct, within the meaning of the Code of Conduct prescribed under section 9, of the employee :

Provided further that no such immediate suspension shall remain in force for more than a period of fifteen days from the date of suspension unless it has been communicated to the COMPETENT authority and approved by him before the expiry of the said period.

(10/11)

(5) Where the intention to suspend or the immediate suspension of an employee is communicated to the competent authority he may, if he is satisfied that there are adequate and reasonable grounds for such suspension, accord his approval to such suspension.

Employees to be governed by a Code of Conduct. 9. Every employee of a recognised school shall be governed by such Code of Conduct as may be prescribed and on the violation of any provision of such Code of Conduct, the employee shall be liable to such disciplinary action as may be prescribed.

Salaries of employees. 10. (1) The scale of pay and allowances, medical facilities, pension, gratuity, provident fund and other prescribed benefits of the employees of a recognised private school shall not be less than those of the employees of the corresponding status in schools run by the appropriate authority:

Provided that where the scales of pay and allowances, medical facilities, pension, gratuity, provident fund and other prescribed benefits of the employees of any recognised private school are less than those of the employees of the corresponding status in the schools run by the appropriate authority, the appropriate authority shall direct, in writing, the managing committee of such school to bring the same up to the level of those of the employees of the corresponding status in schools run by the appropriate authority:

Provided further that the failure to comply with such direction shall be deemed to be non-compliance with the conditions for continuing recognition of an existing school and the provisions of section 4 shall apply accordingly.

(2) The managing committee of every aided school shall deposit, every month, its share towards pay and allowances, medical facilities, pension, gratuity, provident fund and other prescribed benefits with the Director and the Director shall disburse or cause to be disbursed, within the first week of every month, the salaries and allowances to the employees of the aided schools.

Tribunal. 11. (1) The State Government shall, by notification, constitute a Tribunal, to be known as the "Meghalaya School Tribunal", consisting of one person:

Provided that no person shall be so appointed unless he has held office as a District Judge or any equivalent judicial office.

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(2) If any vacancy, other than a temporary absence, occurs in the office of the presiding officer of the Tribunal, the State Government shall appoint another person, in accordance with the provisions of this section, to fill the vacancy and the proceedings may be continued before the Tribunal from the stage at which the vacancy is filled.

(3) The State Government shall make available to the Tribunal such staff as may be necessary in the discharge of its functions under this BILL.

(4) The Tribunal shall have power to regulate its own procedure in all matters arising out of the discharge of its functions including the place or places at which it shall hold its sittings.

(5) The Tribunal shall for the purpose of disposal of an appeal, preferred under this BILL have the same powers as are vested in a court of appeal by the Code of Civil Procedure, 1908 and shall also have 5 of 1908 the power to stay the operation of the order appealed against on such terms as it may think fit.

Chapter not to apply to unaided minority schools. 12. Nothing contained in this Chapter shall apply to an unaided minority school.

CHAPTER V

PROVISIONS APPLICABLE TO UNAIDED MINORITY SCHOOLS

Power to prescribe minimum qualifications for recruitment 13. The Director may make rules regulating the minimum qualifications for, and methods of recruitment of employees of unaided minority schools.

Provided that no qualification shall be varied to the disadvantage of an existing employee of an unaided minority school.

Power to prescribe Code of Conduct. 14. Every employee of an unaided minority school shall be governed by such Code of Conduct as may be prescribed.

Contract of service 15. (1) The managing committee of every unaided minority school shall enter into a written contract of service with every employee of such school :

(xxxiv)

Provided that if, at the commencement of this BILL, there is no written contract of service in relation to any existing employee of an unaided minority school, the managing committee of such school shall enter into such contract within a period of three months from such commencement :

Provided further that no contract referred to in the foregoing proviso shall vary to the disadvantage of any existing employee the term of any contract subsisting at the commencement of this BILL between him and the school.

(2) A copy of every contract of service referred to in section (1) shall be forwarded by the managing committee of the concerned unaided minority school to the Director who shall, on receipt of such copy, register it in such manner as may be prescribed.

(3) Every contract of service referred to in sub-section (1) shall provide for the following matters, namely :—

- (a) the terms and conditions of service of the employee, including the scale of pay and other allowances to which he shall be entitled ;
- (b) the leave of absence, age of retirement, pension and gratuity, or, contributory provident fund in lieu of pension and gratuity, and medical and other benefits to which the employee shall be entitled ;
- (c) the penalties which may be imposed on the employee for the violation of any Code of Conduct or the breach of any term of the contract entered into by him ;
- (d) the manner in which disciplinary proceedings in relation to the employee shall be conducted and the procedure which shall be followed before any employee is dismissed, removed from service or reduced in rank ;

- (e) arbitration of any dispute arising out of any breach of conduct between the employee and the managing committee with regard to—
- (i) the scales of pay and other allowances,
  - (ii) leave of absence, age of retirement, pension, gratuity, provident fund, medical and other benefits,
  - (iii) any disciplinary action leading to the dismissal or removal from service or reduction in rank of the employee;
- (f) any other matter which in the opinion of the managing committee, ought to be, or may be, specified in such contract.

## CHAPTER VI

### ADMISSION TO SCHOOLS AND FEES

Admission  
to recogn-  
ised schools

16. (1) A child who has not attained the age of six years, shall not be admitted to class I, or an equivalent class or any class higher than Class I, in a recognised school.

(2) A student seeking admission for the first time in a recognised school in a class higher than class I, shall not be admitted to that class if his age reduced by the number of years of normal study between that class and class I or an equivalent class, falls short of six years.

(3) Admission to a recognised school or to any class thereof shall be regulated by rules made in this behalf.

(4) No school shall admit any student to any class on transfer from an unrecognised school.

Fees and  
other  
charges.

17. (1) No aided school shall levy any fee or collect any other charge or receive any other payment except those approved by the Director.

(2) Every aided school having different rates of fees or other charges or different funds shall obtain prior approval of the prescribed authority before levying such fees or collecting such charges or creating such funds.

(3) The manager of every recognised school shall, before the commencement of each academic session, file with the Director a full statement of the fees to be levied by such school during the ensuing academic session, and except with the prior approval of the Director, no such school shall charge, during that academic session, any fee in excess of the fee specified by its manager in the said statement.

School Fund. 18. (1) In every aided school, there shall be a fund, to be called the "School Fund" and there shall be credited thereto—

- (a) any aid granted by the Director,
- (b) income accruing to the school by way of fees, charges or other payments and
- (c) any other contributions, endowments and the like.

(2) The School Fund and all other funds, including the Pupils' Fund, established with the approval of the Director, shall be accounted for and operated in accordance with the rules made under this BILLE.

(3) In every recognised unaided school, there shall be a fund, to be called the "Recognised Unaided School Fund", and there shall be credited thereto income accruing to the school by way of—

- (a) fees,
- (b) any charges and payments which may be realised by the schools for other specific purposes, and,
- (c) any other contributions, endowments, gifts and the like.

(4) (a) Income derived by unaided schools by way of fees shall be utilised only for such educational purposes as may be prescribed, and

(b) charges and payments realised and all other contributions, endowments and gifts received by the school shall be utilised only for the specific purpose for which they were realised or received.



(5) The managing committee of every recognised or unrecognised private school shall file every year with the Director such duly audited financial and other returns as may be prescribed, and every such return shall be audited by such authority as may be prescribed.

Affiliations.

19. (1) For the purpose of any public examination every recognised high and higher secondary school shall be affiliated to one or more of the Boards or Councils conducting such examination and shall fulfil the conditions specified by the Board or Council in this behalf.

(2) The students of recognised high and higher secondary schools shall be prepared for, and presented to, the public examinations or such other form of evaluation held or made for the students of such schools.

(3) The students of every recognised elementary school shall be prepared for, and presented to such public examination as may be held by the Directorate of Public Instruction, Meghalaya, or any other authority appointed by the State Government for the purpose.

## CHAPTER VII

### TAKING OVER THE MANAGEMENT OF SCHOOLS

Taking over the management of schools.

20. (1) Whenever the Director is satisfied that the managing committee of any school, whether recognised or not has neglected to perform any of the duties imposed on it by or under this Bill or any Rule made thereunder and that it is expedient in the interests of school education to take over the management of such schools, he may, after giving the managing committee or the manager of such school, a reasonable opportunity of showing cause against the proposed action, take over the management of such school for a limited period not exceeding three years :

Provided that where the management of a school has been taken over for a period of three years or less, the Director may, if he is of opinion that in order to secure proper management of the school it is expedient that such management should continue to be in force after the expiry of the said limited period, he may, from time to time, issue directions for the

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continuance of such management for such period not exceeding one year at a time as he may think fit, so, however, that the total period for which such management is taken over shall not, in any case, exceed five years.

(2) Whenever the management of any school is taken over under sub-section (1), every person in charge of the management of such school immediately before its management is taken over, shall deliver possession of the school property to the Director or any officer authorised by him in this behalf.

(3) After taking over the management of any school under this section, the Director may arrange to manage the school through any persons authorised by the Director in this behalf (hereinafter referred to as the "authorised officer").

(4) Where the management of any school has been taken over under sub-section (1) the managing committee or manager of such school may, within one month from the date of taking over, appeal to the competent authority who may after considering the representation made by the managing committee, pass such orders, including an order for the restoration of the management or for the reduction of the period during which the management of such school shall remain vested in the Director, as he may deem fit.

(5) Where the management of a school has been taken over under this section, the Director shall pay such rent as may be payable for the building of the school to the person entitled to receive it as was being paid by the managing committee immediately before the management of such school was taken over.

(6) During such period as any school remains under the management of the authorised officer—

- (a) the service condition, as approved by the Director, of the employees of the school who were in employment immediately before the date on which the management was taken over, shall not be varied to their disadvantage ;
- (b) all educational facilities which the school had been affording immediately before such management was taken over, shall continue to be afforded ;

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- (c) the School Fund, the Pupils' Fund and the Management Fund and any other existing fund shall continue to be available to the authorised officer for being spent for the purposes of the school ; and
- (d) no resolution passed at any meeting of the managing committee of such school shall be given effect to unless approved by the Director.

Not to apply to minority school.

21. Nothing contained in section 20 shall apply to any minority school.

CHAPTER VIII

MISCELLANEOUS

Meghalaya School Education Advisory Board.

22. (1) There shall be an Advisory Board for School Education, to be called the "Meghalaya School Education Advisory Board" for the purpose of advising the Director on matters of policy relating to education in Meghalaya.

(2) The Advisory Board shall be constituted by the Director and shall consist of a Chairman and fourteen other members to be nominated by the Government.

(3) The advisory Board constituted under subsection (2) shall include—

- (a) Heads of recognised Secondary Schools ;
- (b) representatives of the organisation of teachers of the recognised private schools ;
- (c) managers of the recognised private schools ;
- (d) representatives of parents or guardians of students of recognised schools ; and
- (e) eminent educationists.

(4) The Advisory Board shall regulate its own procedure.

(xxxxx)

(5) The term of office of every member of the Board and travelling and other allowances payable to a member of the Board shall be as may be prescribed.

Delegation of powers. 23. (1) The Government may delegate all or any of its powers, duties and functions under this Bill to the Director or any other officer.

(2) Every person to whom any power is delegated under sub-section (1), may exercise that power in the same manner and with the same effect as if such power had been conferred on him directly by this BILL and not by way of delegation.

Inspection of Schools. 24. (1) Every recognised school shall be inspected at least once in each financial year in such manner as may be prescribed.

(2) The Director may also arrange special inspection of any school on such aspects of its working as may, from time to time, be considered necessary by him.

(3) The Director may give directions to the managing committee requiring the management to rectify any effect or deficiency found at the time of inspection or otherwise in the working of the school.

(4) If the managing committee fails to comply with any direction given under sub-section (3), the Director may, after considering the explanation or report, if any, given or made by the managing committee, take such action as he may think fit, including—

(a) stoppage of aid,

(b) withdrawal of recognition, or

(c) except in the case of a minority school, taking in the management under section 20.

Jurisdiction of civil courts barred. 25. No civil court shall have jurisdiction in respect of any matter in relation to which the Government or the Director or any other person authorised by the Government or Director or any other officer or authority appointed or specified by or under this BILL, is empowered by or under this BILL to exercise any power, and no injunction shall be granted by any civil court in respect of anything which is done or intended to be done by or under this BILL.

Protection of action taken in good faith. 26. No suit, prosecution or other legal proceeding shall lie against the Government, Director or any other person authorised by the Government or Director for anything which is in good faith done or intended to be done in pursuance of this BILL or any rule made thereunder.

Liability of Manager to punishment. 27. If the managing committee of any recognised private school—

- (a) omit or fail, without any reasonable excuse, to carry out any orders made by the Director, or
- (b) presents any student for any public examination without complying with the provisions of section 19, or
- (c) omit or fail to deliver any school property to the Director or any officer authorised by him under sub-section (2) of section 20, they shall be punished with imprisonment for a term which may extend to three months, or with fine which may extend to two thousand rupees, or with both.

Power to make rules. 28. (1) The Director may, with the previous approval of the State Government, and subject to the condition of previous publication, by notification, make Rules to carry out the provision of this BILL.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely :—

- (i) the manner in which education may be regulated in the State of Meghalaya ;
- (ii) the conditions which every existing school shall be required to comply with ;
- (iii) establishment of a new school or the opening of a higher class or the closing down of an existing class in an existing school ;
- (iv) the form and manner in which an application for recognition of a school shall be made ;
- (v) the facilities to be provided by a school to obtain recognition ;

- (vi) the manner in which, and the authority to which, an appeal against the refusal or withdrawal or recognition shall be made ;
- (vii) the minimum qualifications for, and method of recruitment and the terms and conditions of service of employees ;
- (viii) the authorities to be specified for the purposes of the different provisions of this BILL ;
- (ix) the particulars which a scheme of management shall contain, and the manner in which such scheme shall be made ;
- (x) variations and modifications which may be made in the scheme of management for a recognised school which does not receive any aid ;
- (xi) the conditions under which aid may be granted to recognised schools, and on the violation of which aid may be stopped, reduced or suspended ;
- (xii) the part of the expenditure of a recognised school which is to be covered by aid ;
- (xiii) Particulars of school property which should be furnished to the appropriate authority ;
- (xiv) the form in which, and the time within which, an appeal shall be preferred to the appropriate authority against an order made in relation to the transfer, mortgage or lien of any school property ;
- (xv) the Code of Conduct for the employees and the disciplinary action to be taken for the violation thereof ;
- (xvi) the benefits which should be granted to the employees of recognised private schools ;
- (xvii) the regulation for admission into educational institutions of pupils for the academic course, private study and other special courses and the attendance thereat ;

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- (xviii) fees and other charges which may be collected by an aided or unaided recognised school ;
- (xix) the manner of inspection of recognised schools ;
- (xx) the term of office, travelling and other allowances payable to the members of the Advisory Board ;
- (xxi) financial and other returns to be filed by the managing committee of recognised private schools, and the authority by which such returns shall be audited ;
- (xxii) educational purposes for which the income derived by way of fees by recognised unaided schools shall be spent ;
- (xxiii) manner of accounting and operation of school funds and other funds of a recognised private school ;
- (xxiv) fees, not exceeding one rupee, for preferring any appeal under this BILL ;
- (xxv) any other matter which is to be or may be prescribed under this BILL ;
- (xxvi) the standards of education and Courses of Study in educational institutions ;
- (xxvii) the mode of keeping and the auditing of accounts of educational institutions ;
- (xxviii) the regulations of the conduct and discipline of pupils and the penalty for misconduct and indiscipline ;
- (xxix) the manner of conducting the class and terminal examinations and promotion of pupils to higher classes ;
- (xxx) all matters expressly required or allowed by this BILL to be prescribed or in respect of which this BILL makes no provision or makes insufficient provision and a provision is, in the opinion of the Government, necessary for the proper implementation of this BILL ;

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- (xxxix) the manner in which any enquiry under this BILL shall be held ;
- (xxxix) the powers and functions of the officers and other subordinate staff of the Education Department ;
- (xxxix) the classes or standards, education in and up to which shall be considered as elementary education ;
- (xxxix) the steps to be taken for providing necessary facilities for imparting compulsory elementary education ;
- (xxxix) the distance beyond which a child cannot be compelled to attend an approved school ;
- (xxxix) the declaration as to, what constitutes secondary or higher secondary education, professional education, vocational education, technical education, special education, school places, school age and attendance at schools or other institutions ;
- (xxxix) the registers, statements, reports, returns, accounts and budget and other information to be maintained or furnished by the local authorities in respect of education fund ;
- (xxxix) the establishment or maintenance and administration of educational institutions ;
- (xxxix) the preparation and sanction of building plans and estimates of the educational institutions and the requirements to be fulfilled by the buildings for the educational institutions, maintained by the local authorities institution and private institutions ;
- (xl) the purposes for which the premises of the educational institutions may be used and the restrictions and conditions subject to which such premises may be used for any other purpose ;
- (xli) the regulation of the use of textbooks, maps, plans, instruments and other laboratory and sports equipment in the institutions ;



- (xlii) the opening of special night schools and the conditions for their working and of parallel sections or classes in the institutions for linguistic minorities ;
- (xlili) the scale of fees or charges or the manner of fixing fees or charges payable in respect of any certificate, permission, marks-lists or other document for which such fees may be collected.

Power to remove difficulties.

29. If any difficulty arises in giving effect to the provisions of this BILL, the State Government may, by order not inconsistent with the provisions of this BILL, remove the difficulty :

Provided that no such order shall be made after the expiry of a period of three years from the commencement of this BILL.

Power of Government to give directions.

30. (1) The Government may, subject to other provisions of this BILL, by order, direct the Director or any other officer to make an enquiry or to take appropriate proceedings under this BILL in respect of any matter specified in the said order ; and the Director or the other officer, as the case may be, shall report to the Government in due course the result of the enquiry made or the proceeding taken by him.

(2) The Government may give directions to any educational institution as to the giving effect to any of the provisions contained in this BILL or of any rules or orders made thereunder and the manager or proprietor, as the case may be, of such institution shall comply with every such direction.

Emergency power of Director.

31. (1) Where, at any time, it appears to the Director that the manager of a private institution or a local authority has made default in performing any functions entrusted to it by or under this BILL relating to the maintenance and administration of the institution he may, by order in writing, fix a period for the performance of such function.

(2) If the manager of the private institution or a local authority fails to perform the function within the period so fixed, the Director may appoint any officer subordinate to him to perform such function on behalf of the manager for the purpose of securing the proper maintenance and administration of the institution or for the purpose of avoiding hardship to the teaching and non-teaching staff employed in the institution and may direct that the expenses of performing such function shall be paid within such time as he may

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fix, to the Government by the Manager out of the funds of the institution and without prejudice to any other method of recovery, the whole or any part of such expenses may be deducted from any sum payable to the institution by way of grant-in-aid.

Power to enter and inspect.

32. Every officer not below the rank of a Deputy Inspector in respect of an educational institution imparting elementary education, and in respect of other educational institution, any other officer not below such rank as may be prescribed, shall subject to such conditions as may be prescribed be competent to enter at any time during the normal working hours of an educational or tutorial institution, any premises of any such institution within his jurisdiction and to inspect any record, register or other document or any movable or immovable property relating to such institution for the purpose of exercising his powers and performing his functions under this BILL.

Penalty for obstructing officer or other person exercising powers under this BILL.

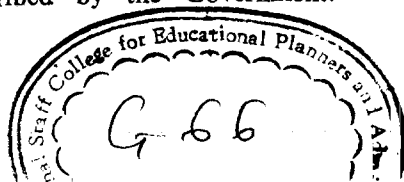
33. Any person who wilfully obstructs an officer of the Government in the exercise of any power conferred on him, or in the performance of any function entrusted to him, by or under this BILL or any person lawfully assisting such officer in the exercise of such power or in the performance of such function or who fails to comply with any lawful direction made by such officer or person shall be punished with fine which may extend to two hundred and fifty rupees.

Manager, teachers etc., to be public servant

34. Every manager of any educational institution and every member of the teaching or non-teaching staff of such institution shall be deemed to be a public servant within the meaning of section 21 of the Indian Penal Code when on duty in connection with any examination conducted by the competent authority under this BILL.

35. There shall be constituted a Council for Educational Research and Training to be called "Meghalaya State Council of Educational Research and Training" which will function as the academic wing of the Directorate of Public Instruction and shall consist of such members, and have such functions as may be prescribed by the Government from time to time.

36. The Government may, by notification, establish a Board of Teacher Education to be called "The Meghalaya Board of Teacher Education", the composition, powers and functions of which shall be prescribed by the Government.



## CORRIGENDUM

1. Substitute "5 Junior Coaches" in place of "4 Junior Coaches." Appearing in Paragraph 4.11.6 of the Report.
2. Delete the word "1 Additional Inspector of Schools" appearing in Paragraph 6.1.13 of the Report.
3. Add the word "and training" in between the word "system" and "need" occurring in paragraph 6.1.19 of the Report.
4. Substitute "Research Assistant" in place of "Research Officer" appearing in paragraph 6.2 of the Report.
5. Please read "Secretary District Council" in place of "Secretary District Council Affairs" appearing in 6.2.4.