EDUCATION IN MANIPUR

TOWARDS A NEW EDUCATION ORDER

REPORT — II

STATE EDUCATION COMMISSION
MANIPUR

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30-1-92

STATE EDUCATION COMMISSION
MANIPUR

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   National Institute of Educational Planning
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FOREWORD

The world is fast moving towards a new education order. Most countries - both developed and developing - are busy reforming their educational systems so as to be able to meet the challenges of the twenty first century. The educational transformation lays more stress on Education for All with focus on equity and special attention to education of the disadvantaged groups and weaker sections of the society, modernisation of the delivery systems, use of new educational technologies, improvement of quality of education at all levels with greater emphasis on raising the standard of primary education which forms the foundation of the educational structure and increasing the relevance of curricula to the needs and aspirations of the society.

The new education order also relies on non-traditional approaches such as non-formal education, part-time and own-time education, distance education, use of environment in teaching learning, diversification of curricula and inter-linking education and work. Stress is laid on greater involvement and participation of the community, adoption of modern management teachniques and strengthening the data base, diagnosis, monitoring and review.

India too is currently engaged in reorienting its educational system to meet the new needs both present and future. The emerging scenario of social, economic, industrial and scientific changes in the country is making it incumbent upon education to adjust itself to the changing requirements. The new National Policy on Education evolved in 1986 followed by a Programme of Action was an important step in this direction.

It is indeed gratifying that Manipur, although it is one of the younger States in the country, has taken the lead to have a comprehensive look at the school education system of the State with a view to recast it to suit the new needs. The Government of Manipur has been concerned for some time about the low quality of its school education, regional imbalances within the State in the matter of access and provision of educational facilities, unplanned and haphazard growth and expansion of education, and the need to transform the educational system so that its products are able to face the future challenges with confidence.

The State Education Commission has accordingly looked into the various problems of development of school education in the State in accordance with its Terms of Reference. It has adopted the diagnostic approach. It has examined the various systems in operation, visited a number of schools/colleges in different parts of the State, held discussions with the associations of teachers and headmasters, and met groups of teachers, community leaders and other knowledgeable persons at different places. It has participated in eight conferences of headmasters of schools organised in different districts/zones (Tamenglong, Ukhrul, Kangpokpi, Thoubal, Churachandpur, Bishnupur, Imphal Zone I and Imphal Zone II) and another Conference of heads of Catholic Mission Schools organised in Imphal, with a view to discuss with the senior officers and headmasters their problems and views.

It has met separately the Chief Executive officers and the concerned Education officers of all the six Autonomous Hill District Councils in a Conference convened by the Commission in Imphal under the Chairmanship of the Hon'ble Minister for Tribal Development in order to discuss the special problems of the schools managed by the District Councils in the context of the needs of the hill and tribal children.

It issued a questionnaire inviting all those who were interested in submitting their views and suggestions to the Commission on different aspects of education in the State. It also visited a few States particularly the neighbouring States to have an assessment of their problems and the way they are trying to tackle the same.

In its Report-I submitted to the Government of Manipur on 18th June 1991, the Commission dealt with some of its terms of reference. It recommended the revised pay scales for teachers, headmasters and education officers. It suggested measures for improvement of their service conditions. It also recommended various measures for upgrading the quality of teachers, and restructuring and strengthening of teacher education institutions in the State. Further, the Commission recommended, inter alia, various changes in the existing systems of selection and recruitment of teachers and their postings and transfers. It also recommended overhauling of the process of selection of trainees for teacher training courses and raising the

minimum qualifications for recruitment of teachers in future. All these measures were intended to improve the quality of school education in the State.

It may be recalled that prior to the setting up of the Commission by the State Government, the organisational climate in school education was very much disturbed. The teachers were greatly agitated and were on strike for a long time demanding higher pay and improvement of their service conditions. The whole atmosphere appeared to be vitiated and the teaching learning was almost absent causing serious concern to the authorities, parents and general public . Looking to the urgency of the matter, the Commission was prompt in attending to the grievances of the teachers. Its dialogue with the representatives of the associations of teachers, its visits to schools in different districts/zones and its discussions with all concerned including the Hon'ble Chief Minister, Hon'ble Education Minister, Chief Secretary, Education Commissioner, Vice Chancellor, Director of School Education, Headmasters, groups of teachers and others were very beneficial and fruitful.

It is a happy augury that since submission of the Report-I by the Commission the Government of Manipur has issued orders revising pay scales of different categories of teachers whereby peace has returned to education and the schools have restarted functioning in their normal way.

This final Report of the Commission is thus, being submitted at a time when hopefully there is a favourable climate for undertaking a major reform programme for improvement of school education in Manipur.

The quality of school education is reflected through not only the outputs in th form of HSLC and Hr. Secondary examination results but also through the various inputs - physical and others which are essential for different levels of education. Even more important are the processes of education including proper educational planning, effective institutional management, appropriate teaching - learning, efficient system of inspection, supervision and monitoring, optimum utilisation of available resources, involvement of community, net-working with sister institutions,

inter and intra departmental coordination and linkages and active participation of teachers in the educational reconstruction.

This Report accordingly focusses on the different aspects of improving the quality of school education with particular reference to the problems and needs of Manipur. It covers the issues like provision of infrastructural facilities, regional disparities within the State, rationalisation of schools, inspection and monitoring, teaching-learning process, and regulation of opening and recognition of Private Schools and Colleges as per the Terms of Reference. Wherever necessary, the issues have been discussed in a comparative frame with reference to the position existing in some other States. Other aspects of improvement of quality such as quality of teachers and teacher education etc. are dealt with in Report-I.

It may be stated here that after the Commission started functioning, one more term of reference was added by the Government, namely to recommend revision of pay scales of the non-cadre staff of the Department of Youth Affairs and Sports. The Commission has since recommended separately the revised pay scales for the concerned staff of the Department of YAS.

I am sorry that soon after the submission of Report-I by the Commission to the Government, the Commission became short of one member as Shri AK. Ibohal Singh resigned to take up another assignment. Notwithstanding the same, the Commission has been able to complete its work within the given time.

I am grateful to all those who have been good enough to extend their full cooperation and help to the Commission in discharging its functions. A separate list is being given acknowledging their kind help. I cannot, however, resist making a special mention of Hon'ble Chief Minister Shri R.K. Ranabir Singh, Hon'ble Education Minister Shri H. Thoithoi Singh, Hon'ble Minister for Tribal Development Shri T.N. Haokip, Chief Secretary Shri H.V. Goswami, Education Commissioner Shri P.L. Thanga, Vice Chancellor Dr. V.K. Ahluwalia, Finance Secretary Shri N. Masood, Director of Education Shri Th. Bira Singh and Director of SCERT Shri K. Mani Singh without whose help and support it would not have been possible for the Commission to

accomplish the task, which was indeed difficult and challenging.

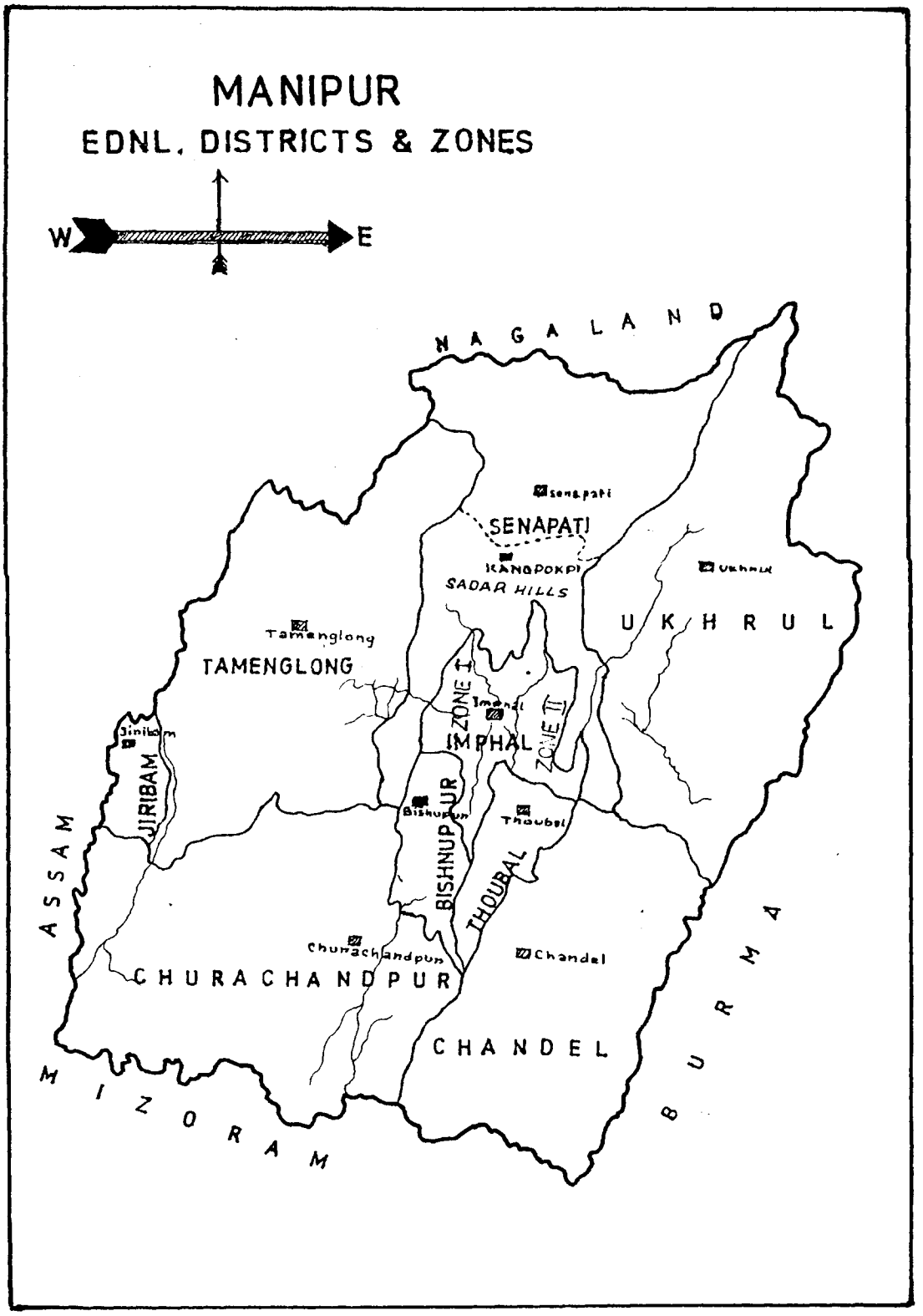
My special grateful thanks are also due to my distinguished colleagues Shri L. Tomcha Singh, Member, and Shri N. Kunjamohan Singh, Secretary of the Commission, who made valuable contribution to the Commission, and to the Staff of the Commission who provided necesary assistance to it.

I do hope the recomendations made by the Commission will be of use to the Government in bringing about educational transformation in the State.

Imphal,
November 20, 1991.

Dr. R.P. Singhal
Chairman
State Education Commission,
Manipur.

C O N T E N T S


MANIPUR
EDNL. DISTRICTS & ZONES
W
E
NAGALAND
SENAPATI
KANGPOKPI
SADAR HILLS
UKHRUL
TAMENGLONG
Tamenglong
ZONE I
ZONE II
IMPHAL
JIRIBAM
BISHNUPUR
THOUBAL
ASSAM
CHURACHANDPUR
Churachandpur
Chandel
CHANDEL
MIZORAM
BURMA

SELECTED INDICATORS OF EDUCATIONAL DEVELOPMENT IN MANIPUR

TABLE 0.1

Literacy Rates

	1961	1971	1981	1991
Males	53.49	53.70	64.12	72.98
Females	18.87	22.87	34.61	48.64
Total	36.04	38.47	49.61	60.96

TABLE 0.2

Growth in number of Schools/Colleges

Schools/Colleges	1947	1973	1978	1986	1991
Primary Schools	278	3160	3437	2757	3225
Junior High Schools	13	446	378	436	687
High Schools	6	185	180	363	394
Higher Sec. Schools	-	21	15	10	27
Colleges	1	12 *	20 **	28	49

N.B. 46 of the Colleges have P.U. classes.

* 1970-71
** 1975-76

TABLE 0.3

Growth in Student Enrolment

	1947	1973	1978	1986	1991
Primary	25,400	2,33,448	2,00,278	1,79,836	1,87,846
Jr. High	1,360	42,821	50,197	68,464	75,100
High School	3,705	-	24,775	40,362	1,14,980

TABLE 0.4

Girls Enrolment

	1973	1978	1986	1991
Primary	96,322	88,666	82,949	84,515
*	(41.26%)	(44.27%)	(46.12%)	(44.99%)
Junior High	13,932	19.542	29,570	36,486
*	(32.54%)	(38.93%)	(43.10%)	(48.58%)

* % of Girls to total enrolment.

TABLE 0.5

Gross Enrolment Ratios

	1973	1978	1986	1990-91*
6-11	135.94	117.81	93.50	112.30
11-14	50.28	51.75	60.49	66.80

* Estimated, Directorate (S)

TABLE 0.6

Age Specific Ratio (6 to 10 +)
1986

	Boys	Girls	Total.
Rural	84.62	75.97	80.32
Urban	84.12	73.53	78.87
Total	84.48	75.31	79.93

TABLE 0.7

Districts with Lower Age Specific Ratio (6 to 10 +)
(as compared to state level Ratio)
1986

	Boys	Girls
Chandel	69.46	60.79

Senapati	75.77	56.29
Tamenglong	62.74	64.12
Ukhrul	66.18	66.20
Manipur	84.48	75.31

TABLE 0.8

Population served by Schooling facilities

	1973	1978	1986
Primary (within 1Km.)			
Habitations covered	87%	93%	91%
Population served	96%	98%	97%
Junior High (within 3Km.)			
Habitations covered	41%	49%	58%
Population served	68%	76%	80%

TABLE 0.9
Teachers

	1947	1973	1978	1986	1991
Primary	507	7496	9195	10754	9854
Jr. High	76	1800	2396	4219	4453
High	111	1929	1774	3105	5988
Hr. Sec.	-	-	127	160	932

TABLE 0.10
Untrained Teachers

	1986	1991
Primary	4726 (43.94%) *	4287 (43.2 %)

Junior High	2689 (63.73%)	2784 (62.51%)
High	1748 (56.30%)	4140 (69.13%)
Hr. Sec.	42 (26.25%)	524 (56.22%)

* Percentage to total teachers.

TABLE 0.11

Examination Results
1990 and 1991

		Appeared	Passed	Pass %
HSLC	1990	36900	10923	29.60
	1991	49883	19425	38.94
Hr. Sec.	1990	1348	734	54.45
	1991	1577	1048	66.48
Pre-Univ.	1990	16073	5850	36.39
	1991	17058	9303	54.53

ACKNOWLEDGMENT

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1. H.E. Shri Chintamani Panigrahi, Governor of Manipur
2. Hon'ble Shri R.K. Ranbir Singh, Chief Minister
3. Hon'ble Shri H. Thoithoi Singh, Education Minister
4. Hon'ble Shri T.N. Haokip, Minister for Tribal Dev.
5. Hon'ble Shri Thangkhalal MOS (Edn.)
6. Hon'ble Shri M. Deven Singh, MOS (YAS)
7. Shri P.L. Thanga, Education Commissioner
8. Prof V.K. Ahluwalia, Vice Chancellor, Manipur University
9. Shri Rakesh, Revenue, Urban Dev. Commissioner
10. Shri Naved Masood, Finance Secretary
11. Dr. Suresh Babu, Deputy Secretary (Edn.)
12. Shri Ratan Singh, Under Secretary (Edn.) (S)
13. Shri Jogendra Singh, Under Secretary (Edn.) (U)
14. Shri Th. Bira Singh, Director of Education (S)
15. Shri K. Mani Singh, Director, SCERT
16. Shri Chittamani Singh, Addl. Director (Plg.)
17. Shri Th. Shamungou Singh, Addl. Director (Valley)
18. Shri Th. Nabakumar Singh Addl. Director (Hill)
19. Shri G.C. Sharma Addl. Director (Adult Education)
20. Shri Yankohao, Chairman, Board of Secondary Education Manipur.
21. Shri S.Nabachandra Singh, Secretary Board of Secondary Education Manipur.
22. Shri B. Sanamacha Sharma, Director of Education (U)

23. Shri AK. Ibotombi Singh, Senior Statistician, Planning & Statistics Section, Education Directorate (S)

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28. All others who were good enough to extend their help and cooperation to the Commission.

STATE EDUCATION COMMISSION, MANIPUR

REPORT-II

EXECUTIVE SUMMARY

1. COVERAGE OF THE REPORT

1.1. This Report covers the terms of reference pertaining to improvement of quality of school education, inspection and monitoring system, rationalisation of school structure and regulation of opening and recognition of private schools and colleges.

1.2. Other aspects such as rationalisation of the hierarchy of school teachers, revision of pay scales of school teachers, their service conditions including career advancement, and teacher education programmes, etc. were dealt with in Report-I which was submitted by the Commission in June 1991.

1.3. A separate report has been submitted recommending revised pay scales for non-cadre staff of the Department of Youth Affairs and Sports, as per the terms of reference.

OBSERVATIONS & RECOMMENDATIONS

2. ELEMENTARY EDUCATION: EXPANSION AND CONSOLIDATION

2.1. There has been a phenomenal expansion in the number of schools and student enrolment in Manipur during the last four and a half decades (from only 278 primary schools and 13 junior high schools in 1947 to 3,225 primary schools and 687 junior high schools in 1991 and from only 25,400 students in primary and 1,360 students in junior high schools in 1947 to 1,87,846 in primary and 75,100 in junior high schools in 1991).

2.2. Although the gross-enrolment ratio for 6-11 age group in Manipur at present is 112.30 (119.30 for boys and 105.00 for girls) and that for 11-14 age group is 66.80 (71.00 for boys and 62.50 for girls), the net enrolment ratio is only about 86% for 6-11 age group and about 54% for 11-14 age group.

2.3. Of the total enrolment of students in primary schools, girls constitute 44.99%. In junior high schools, they constitute 48.58%. Thus, whereas the

enrolment ratios with reference to respective age-group population are lower for girls as compared to boys, the actual enrolment of girls is more or less equal to that of boys. Special effort, however, is needed to bring more girls to schools or non-formal education centres in the coming years.

2.4. It may not be difficult to achieve Universal Primary Education (6-11 age group) if particular attention is paid to enrolment drive in certain hill districts. Enrolment at primary stage has been decreasing in Tamenglong District (from 5,801 in 1986 to 3,647 in 1990) and in Sadar Hills District (from 7,812 in 1986 to 2,799 in 1990). It is almost stagnant in Ukhrul and Chandel districts.

2.5. Special efforts will be needed to boost enrolment for both boys and girls at junior high school stage. Without special efforts, Universalisation of Elementary Education (6-14 age group) by 2000 A.D. may be difficult to achieve. There has been already a shortfall in the achievement of targets of 11-14 age group during the Seventh Plan period (only 70,000 enrolled against the target of 1 lakh). (Ref. Chapters 1 and 6 for details)

2.6. Equally important is to consolidate and strengthen the existing schools so as to improve their quality and retention power.

3. TOWARDS A NEW EDUCATION ORDER

3.1. Apart from expansion and consolidation of Elementary Education, Manipur has to move towards a New Education Order which would do away with inequities and regional imbalances, usher in a society which is based on values, understanding and cooperation, bring the peoples closer to each other irrespective of caste, creed, religion, sex or race, and contribute to build a new social and economic order.

3.2. Such a New Education Order will, inter alia, also rely on use of new educational technologies, adoption of new delivery systems, non-traditional approaches like non-formal education, distance education, greater involvement of community, innovations in teaching-learning, horizontal and vertical linkages, etc.

4. THE REFORM PROGRAMME FOR THE 1990s

4.1. The Commission thinks that in order to tackle the various problems that exist in the present educational system as also to enable the State of Manipur to strive to build a New Education Order during the 1990s, the State Government should undertake a major reform programme in the following areas :

I : Policy and Planning
II : Quality Improvement
III : Management Reforms

5. POLICY AND PLANNING

5.1. Policy Perspective: There is need for the State Government to evolve a clear policy perspective so that the development of school education in the State during the last decade of the present century may take place on sound lines. It may include, inter alia, Education for All by 2000 A.D., consolidation and strengthening of the education system, raising internal efficiency of the system, special attention to girls and weaker sections, decentralisation and participative approach, improvement of quality, emphasis on all-round development of the personality of the children through curricular and co-curricular activities, promotion of games, sports, art and culture, etc. (Ref. Ch. 6)

5.2. Development Strategy : The Government may adopt a Development Strategy which may aim at

- Universalisation of Elementary Education in the State (Universal Primary Education by 1995 and Universal Elementary Education by 2000 A.D.

- Removal of Inter-district disparities in the matter of enrolment and provision of facilities, in a phased manner

- Special pgrogrammes in remote, hilly and dificult areas which have remained educationally very backward

- Micro-planning and formulation of realistic and achievable targets in enrolment, attendance, etc.

- Integrated planning, beginning with the nine

ideal villages (at least one in each district) selected during 1991-92 Annual Plan for equity based development of cooperation and employment generation. Integrated Planning should include comprehensive educational development with focus on UEE and removal of adult illiteracy. (Ref. Chapter 6)

6. INCREASING STUDENT ATTENDANCE IN SCHOOLS :

6.1. There has to be a marked shift henceforward from mere enrolment to ensuring actual attendance of students in the classes.

6.2. Attendance at present varies from 20% to 85% in different schools. Poor attendance makes the enrolment figures farcical and misleading. Attendance may be improved by using innovative methods, adjusting school timings/holidays to the needs of sowing, harvesting, etc. in rural areas, and rapport with parents. (Ref. Ch.1 & 6)

6.3 If a student does not attend the school continuously for three months his/her name should be removed from the Roll unless there is a specific reason such as prolonged illness.

6.4 The practice of putting in the attendance register simply a dot against the name of a student who is not present may be discontinued immediately. Instead, 'A' (for Absent) may be put.

6.5 There should be some attendance scholarships for those students who put in cent percent attendance in an academic year.

7. REDUCTION IN DROP-OUT RATE :

7.1. Nearly 70% students drop-out by the end of class V and 74% by the end of class VIII; the incidence of drop-outs is very high by the end of class II. Though there has been a slight decrease in drop-outs over the last few years, it still constitutes a disturbing factor. Rural children are more prone to dropping out.

7.2. In District Council Schools, the incidence of drop-out is very high (In Tamenglong, Sadar Hills & Chandel districts, out of 100 students who joined in class IA/IB in 1986, only 3 to 5 students

remained by the time they reached class V). Special attention requires to be given to these schools. (Ref. Chapters 1,4 & 6)

7.3. Formal, structured and textbook-based teaching should be discontinued in Pre-primary classes and replaced by activity based learning. (Ref. Chapters 4 and 6)

8. LINKING EDUCATION AND WORK

8.1. Vocationalisation - a non-starter as yet. Although Vocationalisation of Plus Two Stage was envisaged in the Sixth and Seventh Five-year Plans of Manipur, there is practically no progress so far. The programme has remained a non-starter. Even the Central financial assistance sanctioned for the purpose could not be utilised. (Ref.Chapters 4 & 6)

8.2. In view of the renewed thrust in the Annual Plan for 1991-92 and the Draft 8th Five-year Plan for Manipur on generation of productive employment opportunities, as also to make the curriculum relevant to the needs of the students it would be advisable to introduce appropriate vocational courses at the Plus Two Stage.

9. Vocationalisation to be introduced in Colleges too The Vocational Courses should not only be introduced in the Higher Secondary Schools but also in the Colleges where Plus Two classes are located. The number of students in Plus Two in Colleges is much more than that in Higher Secondary classes; hence, greater need and potential for Vocational Courses at Plus Two in Colleges .

10. NEED FOR JOB-LINKED COURSES

Keeping in view the experiences of States like Karnataka, Tamil Nadu and Maharashtra, which have already introduced Vocationalisation at Plus Two, it would be advisable to link courses with industry, agriculture, business enterprise, etc. and provide intensive practical training on the job so that the graduates of Vocational Courses are equipped with the required competencies and practical skills both for jobs as well as self-employment. (Ref. Chapters 4 and 6 for details)

11. SHORT-TERM VOCATIONAL COURSES

Short-term Vocational Courses may be introduced particularly in the Service Sector.

12. AVAILING CENTRAL FINANCIAL ASSISTANCE

Central financial assistance may be availed under the Central Vocationalisation Scheme and the Scheme of Mass Employment Generation through Science and Technology.

13. STATE ADVISORY BOARD OF EDUCATION

The Commission recommends that the State Government may set up a State Advisory Board of Education to consider and review from time to time the implementation of the policies and programmes of educational development in the State. (Ref. Chap.6)

14. RAISING THE QUALITY

The Commission is of the opinion that a multipronged approach is required to raise the quality of school education. This would include removal of infrastructural deficiencies, improving the supply and quality of teachers, improving the teaching - learning process, improving pupil evaluation, etc.

15 REMOVING INFRASTRUCTURAL DEFICIENCIES

15.1. Lack of even the minimum essential facilities in schools, particularly elementary schools, is a serious handicap in raising the quality of school education in the State. Physical facilities have not kept pace with the phenomenal expansion in education since independence. (Ref. Chapter 1 for details).

15.2. Only 2.8% Government School buildings are 'pucca' and 23.8% partly 'pucca'. Rest 74% schools are either in 'kuchha' buildings or in thatched huts. Out of 2,114 Government Primary Schools, over 1,600 schools are either 'kuchha' or tubular; out of 289 Government Junior High Schools over 180 schools are 'kuchha' or tubular; 73 High Schools out of 182 and 20 Higher Secondary Schools out of 27 are 'kuchha'. There is no fencing in most of the primary and junior high schools.

15.3. The position of District Council Schools is disappointing. In Tamenglong district 92 out of 130 are in thatched huts; in Ukhrul district 112 out of 156 L.P./Primary schools, in Senapati 59 out of 70, in Chandel district 89 out of 130 are 'kuchha'/tubular.

15.4. Drinking water facility does not exist in nearly 75% of primary and 50% of junior high schools.

15.5. Toilet facility is not available in nearly 80% primary and 50% junior high schools. Several junior high and high schools do not have separate toilets for girls.

15.6. Nearly 1/3rd Government schools do not have library facilities or teaching aids; 40% do not have playgrounds. Even Blackboards are wanting in a large number of L.P./Primary schools especially in hill District Council schools.

15.7. There are more than 2,000 primary schools which are short of furniture for pupils.

15.8. The Commission recommends that

a) Urgent steps should be taken to provide the basic physical facilities in all schools in a phased manner during the 8th and 9th Five Year Plans. Priority should be given to primary schools and backward areas.

b) The Central Scheme of Operation Black Board should be implemented properly. The schools under the District Councils as well as aided schools should be allowed the benefits of the Scheme in a planned manner.

c) Residential facilities for teachers should be provided in remote, hilly areas.

d) Wherever necessary, hostels for students should be constructed. (Ref. Chapters 1 & 6 for details)

16. IMPROVING SUPPLY AND QUALITY OF TEACHERS

16.1. The Commission has extensively dealt with this matter in its Report-I. It is reiterated that it is essential for raising the quality of school education that

a) the recruitment rules are revised with a view to recruit in future more competent teachers

b) minimum qualifications for teachers are raised

c) selection procedure is streamlined

d) teacher education facilities are upgraded

e) all teachers are required to undergo periodically short-duration orientation courses (subject-wise) to upgrade their competence both in content and methodology

f) quality of in-service/pre-service teacher education is raised

g) service conditions of teachers are improved.

17. POOR PERFORMANCE AT PUBLIC EXAMINATIONS

17.1. The pass percentage at the HSLC Examination of the State Board during the last 5 years has varied between 26% to 39%. There are a large number of High Schools giving 0% result. Districtwise, Ukhrul, Churachandpur, Tamenglong and Sadar Hills have been showing poor results. There is a large incidence of failure in subjects like Science, Mathematics, Hindi and English. (Ref. Chapter 4)

17.2. Qualitatively, only 1% of the successful candidates secure First Division, which is very low.

17.3. Although the pass percentages at Higher Secondary and Pre-University examinations have been somewhat better than those at HSLC, qualitatively the performance is rather poor at these examinations as well. Only 38 out of 1,048 successful candidates at Higher Secondary Examination 1991 got first division. There was no first division among 5679 candidates who passed at P.U. Arts Examination 1991. There was no first division at P.U. Commerce Examination 1991. Only 117 out of 3459 got first division at P.U. Science. (Ref. Chapter 4)

18. IMPROVING TEACHING-LEARNING

The above dismal situation requires upgrading of teaching learning at all stages of school education.

19. RAISING THE QUALITY OF ELEMENTARY EDUCATION

The most important is to upgrade the quality of Elementary Education which is the foundation of educational structure. This may be done, inter alia, through

- establishing minimum levels of learning
- introducing new teaching techniques
- child centred education
- activity-based learning
- regular assignments in each subject and their checking by teachers
- innovations and experimentations
- training of teachers in multigrade teaching
- relating education to environment (Ref. Ch.4 & 6 for details)

20. INSTITUTING COMMON EXAMINATIONS AT THE END OF CLASSES V & VIII

The Commission recommends that State level common examinations may be introduced at the end of classes V and VIII to ensure minimum levels of learning, uniformity of standards among schools in different districts and coordination of standards between the schools of the District Councils and of the Directorate of Education. Several States already have such examinations. (Ref. Ch.4 & 6)

21. SETTING UP A STATE BOARD OF ELEMENTARY EXAMINATIONS

The Commission recommends that a State Board of Elementary Examinations may be set up to conduct examinations at the end of classes V & VIII for all schools including those of District Councils. (Ref. Chapters 4 & 6)

22. INTERNAL ASSESSMENT

22.1. The Commission recommends introduction of continuous internal assessment in all classes on the lines followed by Kendriya Vidyalayas.

22.2. Common examinations through school clustering (at school complex level) may also be introduced for classes other than Classes V and VIII. (Ref. Chapter 4)

23. CHECKING UNFAIRMEANS IN PUBLIC EXAMINATIONS

23.1. The incidence of unfairmeans has been growing in Manipur over the years. Much of what happens remains unreported or under-reported. This menace needs to be curbed through a multi-pronged attack which may include (Ref. Chapter 4) -

- not allowing students to change their schools/examination centres immediately before their candidature is sent for the examinations.
- improvement of examination system including quality of question papers
- enactment of an Act for Prevention of Malpractices in Examinations, making unfairmeans in examinations a cognisable offence, as done by some other States
- strict action against those who are found to have resorted to unfairmeans
- people's movement against use of unfairmeans

24. SPECIAL ATTENTION TO TEACHING-LEARNING OF SCIENCE & MATHEMATICS

The Commission is of opinion that Science can be best learnt "by doing". Facilities for practical work should be provided in High School classes as early as possible. Financial assistance under the centrally sponsored Scheme may be availed for improving Science teaching. Science and Maths teachers should be classified into Physical/Mathematical and Biological Science teachers and posted in schools according to this classified requirement. For Maths teaching, problem solving approach may be adopted. (Ref. Chapters 4 & 6)

25. TEACHING LEARNING OF ENGLISH

25.1 Attention may be paid to both written and oral communication skills; Supplementary reading may be encouraged.

25.2. Help of CIEFL Regional Centre, Shillong and British Council may be obtained for improving proficiency of teachers. (Chapter 4)

26. IMPROVING TEACHING OF HINDI

26.1. Adequate number of Hindi teachers may be provided to schools.

26.2 Professional competency of teachers may be enhanced through orientation courses.

27. SUBJECT TEACHERS ACADEMIC FORUMS

Such forums may be set up in each subject at District and State levels to promote professionalism in different subjects (Ref. Ch.6)

28. INSTITUTE FOR ADVANCED STUDIES IN EDUCATION (IASE)

The Department of Education, Manipur University may be designated as IASE and equipped under the Centrally Sponsored Scheme, for orientation of faculty of the Training institutions. (Ch. 6)

29. ACADEMIC STAFF COLLEGE

This may be set up for orientation of lecturers teaching Plus Two and other classes in Colleges. (Ch. 6)

30. TEXT BOOK BUREAU

For improvement of the quality of preparation and production of text books and for streamlining distribution of text books, a Text Boook Bureau may be set up. It may be under the umbrella of SCERT until it becomes an independent viable unit. (Ch.4)

31. LIBRARY AND READING HABITS

31.1 The system of issuing library books through class libraries should be encouraged so that reading habits and reading interest are developed in students.

31.2 In those schools where library facilities do not exist, urgent steps may be taken to provide the same. (Chapters 1 & 6)

32. MEDIUM OF INSTRUCTION

The Commission is not in favour of replacing mother tongue or regional language by English as medium of instruction in lower classes. However, in view of the demand for English as a medium of instruction in lower classes in the Government schools/District Council Schools, the Commission recommends that English may be allowed as an optional medium, as is the case in several other States, in certain schools depending upon a minimum number of students offering such a medium in a class. (Chapter 6)

33. RECOGNITION OF STUDENT'S MERIT

35.1 To encourage meritorius students, Scholar's Certificate may be issued at the end of each year to every student getting 60% or more marks in the aggregate in each class and his/her name entered in the Scholar's Register to be maintained by each school.

33.2. Those getting Scholar's Certificate continuously for 3 years may be awarded a 'Certificate of Honour'. (Ref. Chapter 6)

34. STATE SCIENCE MUSEUM

The Commission recommends that to promote Scientific temper and awareness about the role of Science and Scientific development in relation to the life and environment of Manipur, a State Science museum may be set up. Technical and other help may be taken from Director General of National Museum, Calcutta, Department of Science and Technology, GOI, the CSIR, IITs, Science Museum of Pilani etc.(Ref. Chapter 6)

35. MANAGEMENT REFORMS

The Commission is of the opinion that to improve efficiency of the educational system, a variety of reforms need to be urgently undertaken in the State. These may include reform of Inspection and supervision system, opening and recognition of private schools and colleges, grant-in-aid system, staffing norms, etc..

36. MODERNISING INSPECTION AND SUPERVISION

36.1. The existing system of inspection requires immediate and complete revamping. Inspections are few and far between. Norms of inspections are followed more in breach than in their observance. The Norms prescribed are also generally not feasible. There is hardly any follow-up of whatever inspections are held. (Ref. Chapter 3)

36.2. The Commission feels that frequency of inspections is not a substitute for inaction against those who do not attend to their duties and responsibilities sincerely.

36.3. The Commission has accordingly proposed new norms of inspection (Ref. Chapter 3).

36.4. It has also suggested delegation and decentralisation for speedy disposal of matters and close supervision of schools. (Chapter 3)

37. FORMATION OF LOCAL SCHOOL MANAGEMENT COMMITTEES

The Commission has suggested involvement of the local community and formation of School Management Committees for particularly those Government/ District Council schools which need close supervision and monitoring and are not easily accessible by the Inspecting Staff. (Ref.Chapter 3)

38. NEW TECHNIQUES OF SCHOOL EVALUATION

The Commission is of the opinion that the traditional external inspection is not enough when expansion of school education has been so phenomenal. It has, therefore, recommended new evaluation techniques (Ref. Ch.3 for details). These include :

- Classification of schools into 3 categories (Very Good, Average, and Below average) on the basis of objective criteria to be developed by SCERT
- Very good schools to be inspected less frequently, below average schools to be inspected more frequently
- Introduction of school self-evaluation
- Adoption of institutional planning and review

- Setting up school complexes through school clustering

- Data based monitoring and evaluation.

39. TEACHER APPRAISAL SYSTEM

At present, there is no proper system of Teacher Appraisal. It needs to be made scientific and objective. (Ref. Chapter 3 for details)

40. RAISING COMPETENCE OF SCHOOL HEADS/INSPECTING STAFF

Regular orientation programmes may be held for these personnel to raise their competencies and keep them abreast with the latest developments in educational management. (Ref. Chapters 3 & 6)

41. STREAMLINING RECOGNITION OF PRIVATE SCHOOLS/COLLEGES

41.1. The existing Rules are not being properly followed. Moreover, they have become outdated and need urgent revision. (Ref. Chapter 5)

41.2. Except for the Private Undaided Mission Schools, the standard of other aided and unaided schools leaves much to be desired. At the 1991 HSLC Examination, whereas the pass percentage for Mission schools was 60.20%, for other unaided schools it was 36.32%, and for aided schools - only 35.75%, as against the Board's overall pass % of 38.94%

41.3. Qualitatively, the Private schools other than Mission schools hardly produce any first divisioner, and they do not normally figure in the Merit list of the Board.

41.4. Teachers' recruitment and service conditions in private schools and colleges are not quite upto the mark.

41.5. The Commission feels that the rules for opening, recognition and regulation of Private schools/colleges require teghtening and streamlining. It has proposed new norms/guidelines for the future. (Ref. Ch. 5 for details)

41.6. Headmaster/Principal of the school/college should be Member-Secretary of the Managing Committee. (Ref. Ch. 5)

41.7 Legislative measures need to be taken to ensure strict adherence to the Rules. (Ref. Ch. 5)

42. REVIEW OF GRANT IN-AID PATTERN

42.1 The existing pattern leaves a large section of teachers of aided schools and colleges uncovered by the grant in-aid. The amount of aid received by an institution is shared by all the teachers approved/ unapproved.

42.2. Because of above, there is a strong pressure on the Government for take over of private schools.

42.3. The system of approval of institutions for grant in-aid requires review and streamlining. The Commission has proposed new guidelines for the purpose. It has recommended a grant in-aid pattern on the lines of Maharashtra. In the first 3 years of recognition of an institution, no grant may be admissible. After it is approved for grant in-aid, in the first year of such approval, 25% grant may be given on the salary of all teachers provided they possess prescribed qualifications and their number is as per the staffing norms. In the 2nd year grant may be raised to 50%, in the 3rd year to 75% and the 4th year to 90% subject to screening each year and satisfactory performance of the institutions. (Ref. Ch. 5 for detals)

42.4. In view of the inadequacy of Government funds, in future preference may be given to strengthening the existing aided schools and colleges rather than approving new institutions for aid. The existing selected institutions may be covered by the proposed grant in-aid pattern in a phased manner over the next 5 to 7 years.

42.5. An Incentive grant (once in 5 years) of upto Rs 10,000 may be given to those Private Schools which consistently give 75% or above pass percentage at the Board examinations.(Ref.Ch.5 & 6)

43. TAKE OVER

No Private institution may claim for take over and no private institution may be taken over by

Government merely because it is being mismanaged or is unable to meet its expenditure on maintenance of schools. The existing Act may be suitably amended. (Ref. Ch. 5)

44. RATIONALISATION OF SCHOOLS

44.1 There are several Government and District Council schools which are non-viable schools. The student attendance in different classes is so small that it does not justify continuance of such schools. Schools have come up in close neighbourhood without reference to the need of the area. Such a situation causes unnecessary strain on meagre resources of the State.

44.2 The Commission recommends that the opening of new schools and rationalisation of existing schools may be done on the basis of guidelines proposed by it (Ref. Chapters 2 and 5). Emphasis is laid on school mapping, student enrolment as well as attendance, physical facilities, amalgamation of schools wherever possible in close neighbourhood, opening of NFE centres, construction of hostels, etc..

45. STAFFING NORMS FOR SCHOOLS

45.1 The existing Staffing Norms need to be urgently reviewed. While laying down new norms not only the number of class sections in the school may be taken into account as at present but also the work load of teachers (periods per week), class size, actual student attendance in each class, over-all teacher pupil ratio for each stage of the school, subjects to be taught etc. may be taken into account as is done by several other States and Kendriya Vidyalayas. (Ref. Ch. 2)

45.2. If funds permit, a matron may be provided in such L.P. Schools where the number of children actually attending each class IA and IB is above the prescribed minimum strengh. (Ref. Ch.2)

46. COORDINATION AND LINKAGES

46.1 There is need to strengthen inter and intra departmental coordination.

46.2 It is recommended that a two-tier mechanism may be introduced for the purpose : in the first

tier, at District level through a standing District Education Coordination Committee, and in the second tier, at the State level, through a standing State level Education Coordination Committee. (Ref.Ch. 6)

47. COUNCIL FOR HIGHER SECONDARY EDUCATION

The Commission recommended that in the interest of ensuring proper standards of Plus Two and in view of the fact that Plus Two is located both in schools and colleges, a separate Council for Higher Secondary Education may be set up. The Council may prescribe curriculum for Plus Two classes and conduct examinations etc. (Ref. Ch. 2)

48. EDUCATIONAL FINANCE

48.1 The available resources are not considered adequate to meet the needs of quantitative expansion and qualitative improvement of school education in the State.

48.2 The share of Elementary Education out of total allocation for General Education has been declining over the years (from 54.8% in 1984-85 to only 44.51% in 1991-92). The trend needs to be reversed emmediately. (Ref. Chapters 1 and 6)

48.3 The lack of basic infrastructure and essential physical facilities in schools may be made good in a phased manner over the Eighth and Ninth Plan periods by mobilising additional resources through Finance Commission, Planning Commission, N.E Council etc. (Ref. Ch. 6)

48.4 Community resources may be mobilised wherever possible. The schools may be allowed to plough back the additional resources so mobilised by them locally, for improvement of their own schools. Such funds may not be off-set against the usual budget of the school.

48.5 The Centrally Sponsored Schemes may be utilised to the maximum for achieving UEE and for raising the quality of education, etc.

48.6 Productivity of the Education System may be enhanced by modernising the administration and introducing the various reforms as rocommended by the Commission in the Report.

49. IMPLEMENTING THE REFORM PROGRAMME

49.1 The implementation of the proposed reforms envisages a strong political will to bring about the desired changes in the educational system, overhauling and modernisation of the teaching - learning processes as well as educationl management processes, building a strong EMIS, constant monitoring and review and orientation of all concerned with a view to equip them to handle the new tasks and responsibilities.

49.2 It would also need, inter alia, modification of the 1979 Education Act and the 1982 Education Code.

CHAPTER 1

QUALITY EDUCATION : The Major Concerns

SOME DIMENSIONS OF QUALITY

Improvement in the quality of education is a continuous process. We have to begin from the grass-roots with strengthening the base of education, i.e. elementary education. Quality is not confined to individual merit or excellence, but has to be judged in the context of the development of the total human resource. Further, one cannot think of educational development in the true sense of the term, by mere quantitative expansion of educational facilities without qualitative interventions.

Some important aspects of Quality are -

- Extent to which the UEE (Universalisation of Elementary Education) is being achieved.
- Extent to which there is accessibility of education to children within easy reach.
- Rate of attendance and retention i.e. the holding power of the schools.
- Whether there are at least minimum essential facilities in schools by way of classrooms, furniture, toilets, drinking water and teaching aids.
- Whether teachers are of requisite quality and they have the necessary motivation.
- Whether teaching-learning process is contributing to high performance in academic and other activities.
- Whether adequate financial resources are available for various programmes of academic improvement.
- Whether education is being efficiently managed.

Quality improvement in the context of school education involves inter alia relevance to socio-economic needs by linking education to environment; achievement of a certain level of learning at various stages of education; developing basic qualities like discipline, leadership, creativity, co-operation, self-

learning, self-reliance, etc. for raising the quality of life amongst the younger generation; programmes for continuous improvement of curriculum and text-books; introduction of continuous and comprehensive evaluation to improve the teaching-learning process; and measures for improving teacher competencies.

It is an irony that as the number of children inside the schools is increasing, the number of children outside the schools is also increasing, and that in spite of the massive increase in the enrolment of children at the elementary stage, the education system is plagued by regional imbalance and the persistence of high dropouts. It appears it will be extremely difficult to reach the intended target of universal enrolment and retention even at the primary stage by 1995, unless more effective measures are taken right from now for proper planning of schooling facilities, for ensuring a balanced growth in all areas, urban and rural, by eliminating regional disparities and equalising educational opportunities among all sections of the population by attending to the special needs of the weakest and most deprived segments.

For implementation of the various programmes for qualitative imoprovement of school education it is important to know the present position in respect of (i) enrolment indicating inter-district disparities, (ii) accessibility of schools to children, (iii) infrastructural deficiencies, (iv) non-availability of qualified teachers in backward areas, (v) attendance/drop-out rates particularly at the end of classes I/II, V and VIII, and (vi) resources for education.

UNIVERSALISATION OF ELEM. EDN.

According to the 5th All-India Educational Survey (1986), the total enrolment in Classes I-V for Manipur was 1,79,836, of which 1,33,414 (75.19%) were in rural areas and 46,422 in urban areas. But the gross enrolment ratio at the Primary stage was much higher than the net enrolment because of its inclulsion of overage and underage children. It is noteworthy that in 1986-87 the enrolment had a higher rate of growth than the rate of growth of child population of the relevant age group (6 to 11) in Manipur. These enrolment figures may be impressive but are really unsatisfactory since they conceal wide disparities between districts, sections and sexes. If the gross enrolments are to be adjusted for overage and underage children, the actual enrolments will be of a much lower order.

Enrolment figures for classes I-V and VI-VIII areawise and sexwise are given in Table 1.1. and 1.2 :

TABLE 1.1

Enrolment in classes I-V areawise/sexwise
(1986 - 87)

Area 1.	Sex 2.	Enrolment 3.
RURAL	Boys	71,696
	Girls	61,718
URBAN	Boys	25,191
	Girls	21,231
TOTAL	Boys	96,887
	Girls	82,949
	Total :	1,79,836

TABLE 1.2

Enrolment in classes VI - VIII
(1986 - 87)

Area	Sex	Enrolment
RURAL	Boys	22,851
	Girls	16,124
URBAN	Boys	16,103
	Girls	13,386
TOTAL :	Boys	38,954
	Girls	29,510
	Total :	68,464

Table 1.3 shows the student enrolment for the whole State stagewise during 1990 - 91

TABLE 1.3

Enrolment stagewise
(1990 - 91)

Schools	Boys	Girls	Total
1. Primary	103331	84515	1,87,846
2. Jr. High	38614	36486	75,100
3. High	62240	52740	1,14,980
Total	204185	173741	3,77,926

The pupil enrolment in the Primary schools under the Hill District Councils for the years 1986 to 1990 districtwise is given in Table 1.4

TABLE 1.4

Pupil Enrolment in District Council Schools
(1986 to 1990)

Enrolment Yearwise
(Classes IA - V)

District	1986	1987	1988	1989	1990
1. Tamenglong	5801	5101	4270	4778	3647
2. Ukhrul	5290	5564	5068	5445	5587
3. Senapati	2869	3409	4139	4645	5159
4. Churachandpur	5968	6255	6737	7597	7205
5. Sadar Hills	7812	7189	6716	6786	2799
6. Chandel	2592	2686	2845	2814	3136

The enrolment ratio for girls in Manipur seems to be improving over the years, though there was a big gap between boys and girls at the initial stage. Yet, in rural areas and among the weaker sections like SC/ST, the enrolment of girls and children of poor and illiterate families leaves much to be desired. In fact, one of main hurdles holding up progress in the universal enrolment is the presence of a large number

of illiterate persons. Although the literacy rate in the State as per 1991 Census is 60.96% as against all-India literacy rate of 52.16%, in real terms the number of illiterates is on the increase, thanks to the rate of growth of population. The literacy figures districtwise and sex-wise for Manipur are as shown in Table 1.5

TABLE 1.5

LITERACY IN MANIPUR
(Districtwise and Sex-wise)
1991

State/Districts	Total Population	Literate Population		
	Persons	Persons	Males	Females
1	2	3	4	5
MANIPUR	18,26,714	895,223	542,513	352,710
SENAPATI	206,933	57,605	37,007	20,598
TAMENGLONG	85,572	37,511	22,092	15,419
CHURACHANDPUR	176,043	87,093	50,013	37,080
CHANDEL	70,734	26,495	16,688	9,807
THOUBAL	290,393	126,794	80,512	46,282
BISHNUPUR	179,903	82,874	51,180	31,694
IMPHAL	707,184	421,597	250,573	171,024
UKHRUL	109,952	55,254	34,448	20,806

* Literates exclude children in the age group 0-6 who are treated as iliterates in the 1991 Census.

GROSS ENROLMENT RATIOS :

The gross enrolment ratios districtwise between boys and girls at the Primary and Middle stages are given in Table 1.6 and 1.7 respectively

TABLE 1.6

Gross Enrolment ratio districtwise
at Primary stage (1986-87)

District	Boys	Girls	Total
1. Imphal	90.19	86.65	88.43
2. Bishnupur	111,79	87.92	99.95
3. Thoubal	NA	NA	93.17
4. Churachandpur	NA	NA	116.87
5. Ukhrul	82.16	106.73	94.44
6. Tamenglong	NA	NA	108.68
7. Senapati	80.66	59.60	70.21
8. Chandel	122.38	89.16	105.90
All Manipur	-	-	93.50

TABLE 1.7

Gross Enrolment ratio districtwise
at Junior High School stage (1986 - 87)

District	Boys	Girls	Total
1. Imphal	77.21	66.57	71.98
2. Bishnupur	83.19	60.63	71.91
3. Thoubal	111.14	53.69	72.12
4. Churachandpur	NA	NA	52.15
5. Ukhrul	NA	NA	50.22
6. Tamenglong	NA	NA	25.35
7. Senapati	35.69	24.65	30.26
8. Chandel	NA	NA	25.52
All Manipur	-	-	60.49

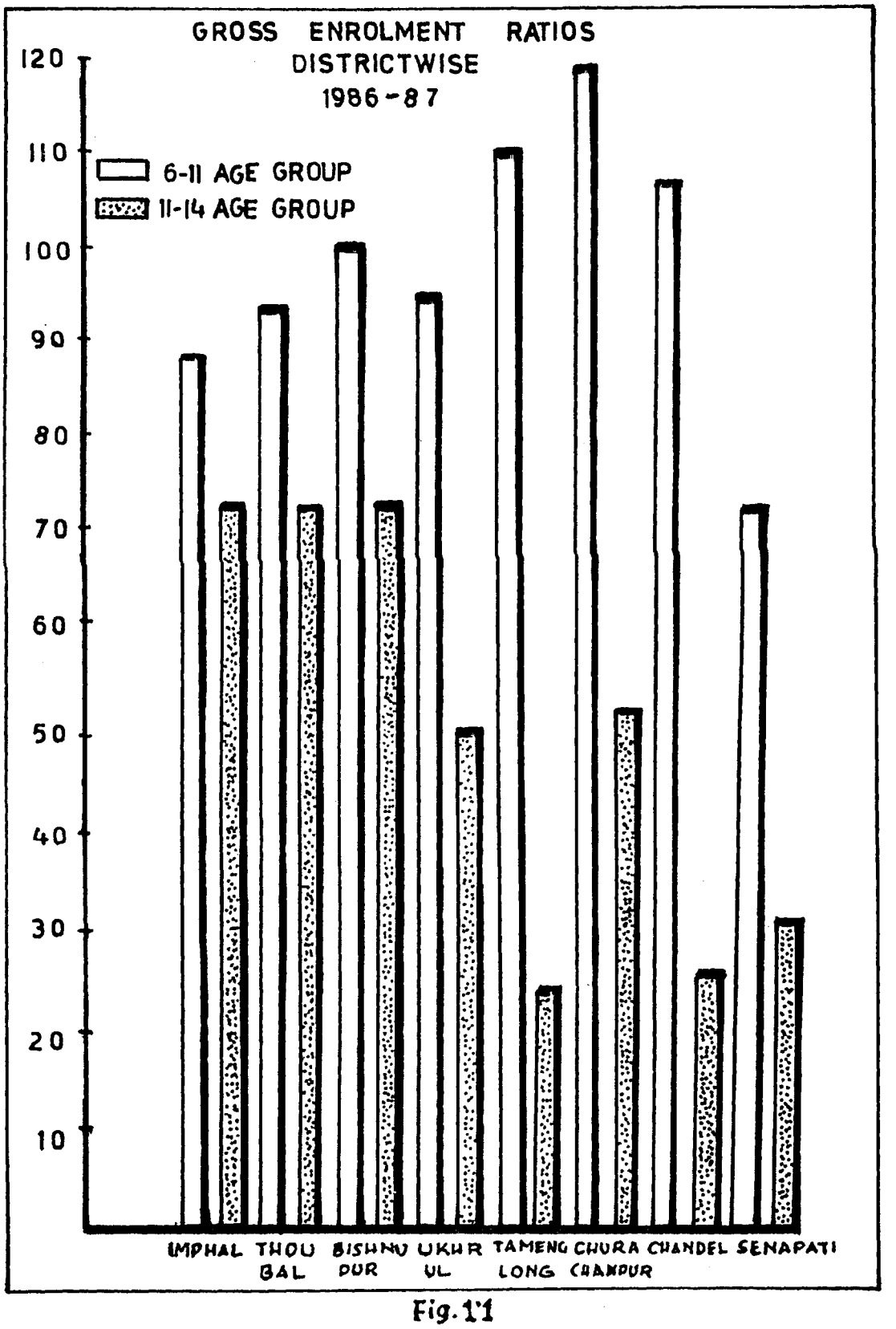
GROSS ENROLMENT RATIOS
DISTRICTWISE
1986-87
6-11 AGE GROUP
11-14 AGE GROUP
Percentage
120
110
100
90
80
70
60
50
40
30
20
10
IMPHAL
THOU BAL
BISHNU PUR
UKHR UL
TAMENG LONG
CHURA CHANDPUR
CHANDEL
SENAPATI

Fig. 1.1

From the above two Tables it may be seen that the gross enrolment ratio at the Primary stage is much higher than that for the Junior High School stage. This may be attributed to the fact that the enrolment for primary education includes a sizeable number of children enrolled in class IA (K.G.) of the age group 4 to below 6 years and that there is high drop-out rate at the end of primary stage.

The gross enrolment ratio for the whole State of Manipur at the Primary stage was 93.50% in 1986 (V-Survey) as against 117.81% in 1978 (IV-Survey) and 135.94% in 1973 (III-Survey), and that for the Junior High School stage was 60.49% in 1986 as against 51.75% in 1978 and 50.28% in 1973.

Apparently it is difficult to explain the pattern in the enrolment ratios : Over the years from 1973 to 1986 there was a decline at the primary level and an increase at the Junior High School level. The gradual slowing down of gross enrolment ratio for primary education might be the result of exclusion of underage children enrolled in class IA (Pre-Primary). Perhaps, with the passing of time, the proportion of overage and underage children for primary education has been declining with the access to education being made increasingly available through other channels like pre-school, open school and non-formal stream.

The Gross Enrolment Ratios in Primary and Middle stages during 1990 - 91 are as given below :

GROSS ENROLMENT RATIOS
1990 - 91

	Boys	Girls	Total
Primary (I-V)	119.30	105.00	112.30
Junior High (VI-VIII)	71.00	62.50	66.80

SOURCE : Education Directorate (Schools) Manipur.

Estimated Enrolment ratios (1995-2000):

As per the data available with the Planning and Statistics section of the Education Directorate (Schools), Manipur, the estimated enrolment ratios for classes I-V and VI-VIII for the period 1995-2000 are as given in Table 1.8 and Table 1.9

TABLE 1.8

Estimated enrolment ratio for primary education
(1995-2000)

Years	Net enrolment	Non- enrolled
1995	89%	11%
2000	96%	4%

TABLE 1.9

Estimated enrolment ratio for Junior High School stage
(1995 to 2000)

Years	Net enrolment	Non-enrolled
1995	78%	22%
2000	98%	2%

It appears from the above enrolment pattern that the target of universalisation of primary education can possibly be achieved by 1995, but it may be difficult to achieve the target for Junior High School stage by additional enrolment of children during the 8th plan period. Special efforts are to be made to bring children of the age group 11 to 14 years to school through non-formal stream and other agencies in a big way.

INTER-DISTRICT DISPARITIES (BOYS/GIRLS):

Among other things, the National Policy on Education (1986) has laid great stress on the elimination of disparities in the educational system and provision of more basic facilities.

In Manipur wide disparities are noticeable between rural and urban areas and amongst the deprived sections of the seciety. The participation rate between boys and girls varies from district to district at different stages of education.

During 1986-87, at the primary stage the enrolment ratio for boys was higher than that for girls, except

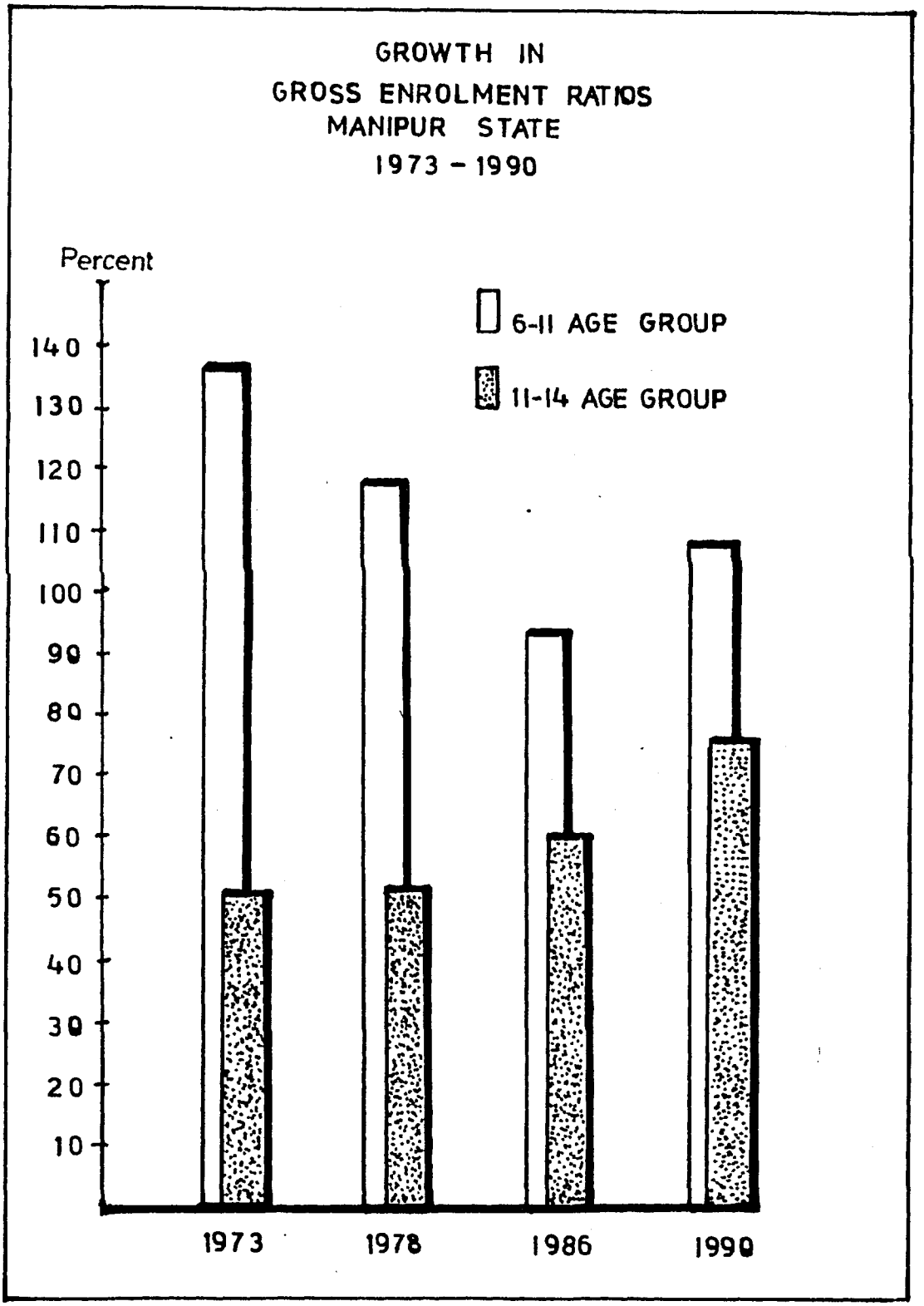
GROWTH IN
GROSS ENROLMENT RATIOS
MANIPUR STATE
1973 - 1990
Percent
6-11 AGE GROUP
11-14 AGE GROUP
140
130
120
110
100
90
80
70
60
50
40
30
20
10
1973
1978
1986
1990

Fig.1·2

in Ukhrul district. The percentage of girls' enrolment to the total enrolment of Manipur was 46.12. Of the 8 districts in Manipur, 4 districts, namely Bishenpur, Thoubal, Senapati and Chandel had girls'enrolment in classes I-V below 45% . In 3 districts Imphal, Churachandpur and Tamenglong it was above 45% but below 50% . The highest p.c. of girls enrolment was in Ukhrul District (51.29). In 1990-91, the enrolment figures for boys and girls at the primary stage for the whole State are 103331 and 84515 respectively, which works out to nearly 45% for girls.

During the same year while the S.T. enrolment as p.c. of the total enrolment in classes I to V was 33.63, the p.c. of S.T. girls enrolment to total ST enrolment was 45.69. While the S.C. enrolment was 1.62% to the total enrolment, the p.c. of S.C. girls enrolment to the total SC enrolment was 49.88.

AT the Junior High School stage the enrolment ratios for boys and girls in the State during 1986-87 were 56.90% and 43.10% respectively. Of the total enrolment, 56.93% was in rural areas and 43.07% in urban areas.

At the High School stage, the enrolment ratios for boys and girls were 57.46% and 42.54% respectively against the total enrolment in classes IX and X during 1986-87. In 3 districts, Bishenpur, Thoubal and Tamenglong, the girls enrolment was below 40%, while in Imphal, Ukhrul and Chandel districts, it fluctuated around 45% .

ACCESSIBILITY OF SCHOOLS TO CHILDREN :

The Fifth All-India Educational Survey for Manipur (1986) has identified 2614 rural habitations in Manipur with an estimated population of 11,99,322, the average population of a habitation being 510.82. It is also found that there are only 296 habitations in the population slab of 1000 and above and 1352 habitations in the population slab below 300. This implies that the majority of the habitations are small-sized ones with population less than 300.

In the context of universal elementary education, primary schools/sections are to be made available for all children within a convenient walking distance from the home of every child. The existing norm is to provide a primary school within 1 km. and a Junior High School within 3 km. In other words, habitations having primary sections up to a distance of 1 km. are deemed as 'served' for the primary stage, and those habitations

having Junior High School sections up to a distance of 3 km. are deemed as 'served' for the Junior High School stage.

i) Primary Education :

Of the 2614 habitations, as per V All-India Survey, 2151 (89.29%) with a population of 10,78,984 (89.87%) have primary sections within the habitation and 229 with 7.42% of the population are having primary sections up to a distance of 1 km.

Habitations and populaltion served by primary schools/sections are as shown in Table 1.10

TABLE 1.10

Habitations and populations Served by Primary Schools
(1986-87)

Distance (in Km.)	Habitations having Primary Schools: Number	p.c. of all Habitations	Percentage Populations Served by Primary Schools
Within habitations	2151	82.29	89.97
0.1 - 0.5 Km.	103	3.94	3.47
0.6 - 1.0 Km.	126	4.82	3.95
Within 1 Km.	2380	91.05	97.39
1.1 - 1.5 Km.	17	0.65	0.33
1.6 - 2.0 Km.	33	1.26	0.49
More than 2.0 Km.	184	7.04	1.79
Total	2614	100.00	100.00

Table 1.10 above shows that for the whole State nearly 90% of the population is served by the primary schooling facilities within the habitations, and 97.39% of the populaltion is served within and up to a distance of 1 km.

80.1% to 90% population of Imphal, Thoubal and Chandel districts, and 90% population of Bishenpur, Churachandpur, Senapati, Tamenglong and Ukhrul districts are served by primary schooling within the habitations.

ii) Junior High School Education :

As per the All-India Survey, 495 habitations in Manipur with 38.48% of the population have Junior high school sections within the habitation, 407 with 20.97% of the population have the facility up to a distance of 1 km, 381 with 14.49% of the population have the facility up to a distance of 2 km. and 225 with 6.25% of the population have the facility up to a distance of 3 km.

Habitations and population served by Junior High Schools/Sections are shown in Table 1.11

TABLE 1.11

Habitations and Populations Served by Junior High Schools/Sections
(1986-87)

Distance Slab	Habitations having Junior High School Sections		Percentage Population Served by Junior High school Sections
	No.	p.c.	
Within habitations	495	18.94	38.48
Up to 1.0. km.	407	15.57	20.97
1.1 km. - 2.0 km.	381	14.58	14.49
2.1 km. - 3.0 km.	225	8.61	6.25
Within 3 kms.	1508	57.69	80.19
3.1 km. - 4.0 km	131	5.01	3.18
4.1 km. - 5.0 km.	93 =1106	3.56	2.11
More than 5 km.	882	33.74	14.52
Total	2614	100.00	100.00

Table 1.11 above shows that only 38.48% of the population is served by Junior High Sections within the habitations. Below 40% population of Imphal, Bishenpur, Thoubal, Chandel and Tamenglong districts, 40 to below 50% population of Churachandpur and Senapati, and 50 to

below 60% population of Ukhrul district are served by the Junior High Schools stage within the habitations.

While it is true that almost all children in Manipur have a primary school within one km. of their homes, as many as 1026 habitations (out of 2614) with population below 500 remain unserved by Junior High schools/sections up to a distance of 3 km. In Meghalaya, as of 1989, there are 206 villages with population over 200 without a primary school within 1 km. and 134 villages with population over 500 without a Middle School within 3 km.

In order to remove the regional imbalance at the Elementary stage of education, the Department of Education, Manipur opened 184 primary schools in 184 schoolless villages with one teacher each (154 in hill areas and 30 in the valley) during the 7th Plan period. This covered all schoolless villages identified by IV-All India Survey. The V-Survey identified another 234 schoolless habitations in both hill and valley areas.

At the Junior High School stage there is greater need for expansion of educational facilities. Out of 1106 habitations which are not served by Junior High School stage within a distance of 3 km, there are 97 habitations which remain unserved on population criterion.

iii) Secondary Education :

As per V-All India Educational Survey for Manipur (1986), 214 habitations constituting 8.19% of the total 2614 habitations are served with secondary education stage within the habitation, and 1403 (53.67%) habitations are served within a distance of 8 km.

1211 habitations with a population of 26.23% are not served by secondary sections up to 8 km. Of these, 30 habitations have a population of 1000 and above.

1990-91 Position :

In 1990-91 for the whole State, there are now 3225 primary schools (including 2104 Govt.) for 1,87,846 children, 687 Junior High Schools (including 299 Govt.) for 75,100 pupils, and 394 high schools (182 Govt.) for 1,14,980 students (62,240 boys and 52,740 girls). Of the Primary Schools there are 903 schools which are Lower Primary (L.P.) having classes I and II.

ATTENDANCE AND DROP-OUT RATES :

The efficiency of an educational system depends not only on the magnitude of enrolment but also on the actual attendance and retention of children at various stages of education. In other words, the real gains from educational expansion can be judged by examining retention and drop-out rates.

Attendance rate :

For Manipur, the information so far available in respect of attendance and drop-out is not sufficient for an objective analysis. From whatever little evidence is available, it may be said that there is always some gap between enrolment figures and actual attendance, and the gap widens in the remote hilly areas. The attendance pattern also varies from season to season. In rural schools the attendance of children is thin during paddy cultivation/transplantation season.

On a random checking of class-room attendance by the Commission in Bishnupur town in July this year, the attendance position found in two schools was as follows :-

i) In one Govt. Primary School:

Class IA & IB	N.A(the class was held in the morning)
Class II	22 present out of 37 on the rolls
Class III	46 " " " 62
Class IV	37 " " " 52
Class V	27 " " " 37

ii) In one aided Junior High School :

Class VI	33 Present out of 57 on the rolls
Class VII	40 " " " 63
Class VIII	24 " " " 35

Drop-out Rate:

In spite of the best efforts made by the Department of Education, Manipur to achieve the target of

additional enrolment of children every year during the VII-Plan period (1985-90), the gains in enrolment are almost nullified by high drop-out rates. A comparative statement of drop-our rates at the end of Class-V and Class-VIII during 1979-80 and 1990-91 is given in Table 1.12.

TABLE 1.12

Drop-out rates (comparative figures)
(1979-80 & 1990-91)

	At the end of Class-V			At the end of Class-VIII		
	Boys	Girls	Total	Boys	Girls	Total
A. As reported by NIEPA						
1979-80 India	57.3	63.7	x	73.5	81.7	x
1979-80 Manipur	-	-	83	-	-	-
Source : Basic Educational Data Published by NIEPA.						
B. As worked out by the Depart - ment of Educat- ion, Manipur						
1979-80 Manipur	81.90	83.66	82.68	85.64	88.22	86.74
1990-91 Manipur	69.21	71.66	70.35	74.11	74.50	74.29

In Manipur even to-day the problem of wastage and stagnation is very much there at the primary stage. The all-India situation, as revealed in the III-All-India Educational Survey (1973), prevails more or less here in Manipur: With 100 students enrolled in class-I, the number became 66 in class-II, and it was reduced to 25 when they reached class-VIII. As per a Sample Survey carried out by the Directorate of Education in 1984, the rate of wastage/stagnation in classes-I to V was 40% in the districts of Imphal, Thoubal, Bishnupur, Ukhrul and Tamenglong.

As per V-All-India Education Survey (1986), out of 100 children who joined in class-I, less than half remained in the schools up to the time they reached class-VIII as indicated below :

Class	I	II	V	VIII
	100	79.44	57.00	42.26

Areawise, because of educational and other disparities, the drop-out rate among rural children is higher than that in the urban areas.

The wastage involved in this regard is caused by failure or repetition in the same class or dropping out without completing one's education. There is also the danger of the children who stagnate or drop-out relapsing into illiteracy, thereby increasing the number of illiterates in the country.

The causes of high drop-out rate may be social, economic and also educational (because of inadequate basic facilities, ineffective teaching, etc.)

An all-India cohortwise analysis in 1951 shows that out of 100 students enrolled in class-I, only 33 could be retained up to class-V. A State-wise analysis of drop-outs for the period 1964-80 reveals a marginal decrease (about7%). Among the States Kerala has the least drop-out rate. Maghalaya has a drop-out rate of 84% for classes IA to VI, according to Recommendations of the State Planning Board, Meghalaya (November, 1989).

According to the information furnished by the Hill District Councils of Manipur, the enrolment at the Primary stage decreased from 5801 in 1986 to 3647 in 1990 in Tamenglong District, and from 7812 in 1986 to 2799 in 1990 in Sadar Hills district.

As per data available with the Planning and Statistics section of the Directorate of School Education, Manipur, the School drop-out rates at the Primary and Middle stages in Manipur at different points of time during the period 1975-2000 are as given in Table 1.13

TABLE 1.13

Drop-out rates (including stagnation)
(1975-2000)
Manipur

Year	Classes I-V	Classes VI-VIII
1975	82%	86%
1980	83%	87%

1985	72%	81%	
1990	70%	74%	
1995	70%	72%	* *
2000	69%	73%	

* * These are estimated figures.

From Table 1.13 it may be seen that the drop-out rate has reached an alarming proportion. Though there has been some slight decrease in drop-out over the years, it still constitutes a disturbing factor coming in the way of universalisation of elementary education by 1995/2000.

Non-formal Education

In order to tackle the problem of drop-outs, non-starters and late starters, the Department of Education (Schools), Manipur is opening more and more non-formal education centres. To ensure retention of children in the schools and in the NFE centres till the completion of 5 years schooling the incentive programmes are being extended to cover more needy children. (Recast Annual Plan 1991-92 for Education Directorate (S), Manipur).

INFRASTRUCTURAL DEFICIENCIES :

At various annual Conferences of Headmasters/ Principals/district education officers organised by the Directorate of School Education, Manipur this year at the district/zonal level, which the State Education Commission attended, the heads of schools and others were highlighting inadequacies in respect of basic facilities such as school buildings, shortage of subject teachers (particulary Science and Hindi), classroom teaching materials (e.g. Science Kits/mini tool kits), library books/text-books, furniture, etc. Most of them felt that any talk of quality improvement in school education would be futile, unless and until the basic infrastructural deficiencies were met.

During the last few Five-Year Plan periods there has been considerable increase in enrolment and opening of new schools, but the increase in the provision of essential facilities like school buildings, class rooms, furniture, teaching aids, playgrounds, etc. has not been in keeping with the expansion of the number of students and schools.

Schools with various types of building :

According to the V-All India Survey for Manipur, during 1986-87 there were 2757 primary schools, of which only 61 (2.21%) were functioning in pucka buildings, 479 in partly pucka buildings, 1371 in Kuchha buildings, and the remaining 846 in thatched huts/tents/open space.

At the Junior High School stage, of the 436 schools only 14 (3.21%) schools were functioning in pucka buildings, 117 in partly pucka buildings, 262 in kuchha buildings, and the remaining 43 schools in thatched huts/tents/open space.

The number of schools (Govt. and non-Govt.) areawise with various types of buildings is given in Table 1.14

TABLE 1.14
Schools with various types of buildings
(1986 - 87)

School	Area	Pucka Bldg.	Partly Pucka	Kuchha Bldg.	Thatched Hut/tents/Open	Total
1	2	3	4	5	6	7
Primary	R	41	380	1,172	804	2,397
	U	20	99	199	42	360
	T	61	479	1,371	846	2,757
Jr. High	R	12	93	218	38	361
	U	2	24	44	5	75
	T	14	117	262	43	436
High	R	8	80	139	2	229
	U	24	58	52	-	134
	T	32	138	191	2	363
Hr.Sec.	R	-	1	-	-	1
	U	2	5	2	-	9
	T	2	6	2	-	10

	R	61	554	1,529	844	2,988
Total	U	48	186	297	47	578
	T	109	740	1,826	891	3,566

R = Rural, U = Urban, T = Total.

Types of Govt. school buildings in Manipur :

The number of Govt. schools with various types of buildings during 1989-90 is given in Table 1.15

TABLE 1.15
Types of Govt. school buildings areawise
(1989 - 90)

	Area	Pucka	Partly Pucka	Kuchha	Tubular	Total
Primary Schools	R	36	335	854	610	1855
	U	16	89	142	32	279
	T	52	424	996	642	2114
Jr. High Schools	R	9	76	139	23	247
	U	1	17	21	3	42
	T	10	93	160	26	289
High School	R	4	59	48	X	111
	U	6	40	25	X	71
	T	10	99	73	X	182
Hr. Sec. Schools	R	X	X	6	X	6
	U	2	5	14	X	21
	T	2	5	20	X	27
Total :		74	621	1249	688	2612

SOURCE : Directorate of Education (Schools), Manipur.

District Council Schools in Manipur :

There are 804 primary schools under the Hill District Councils. Many essential facilities like school

TYPE OF
GOVT. SCHOOL BUILDINGS
IN MANIPUR
1989-90

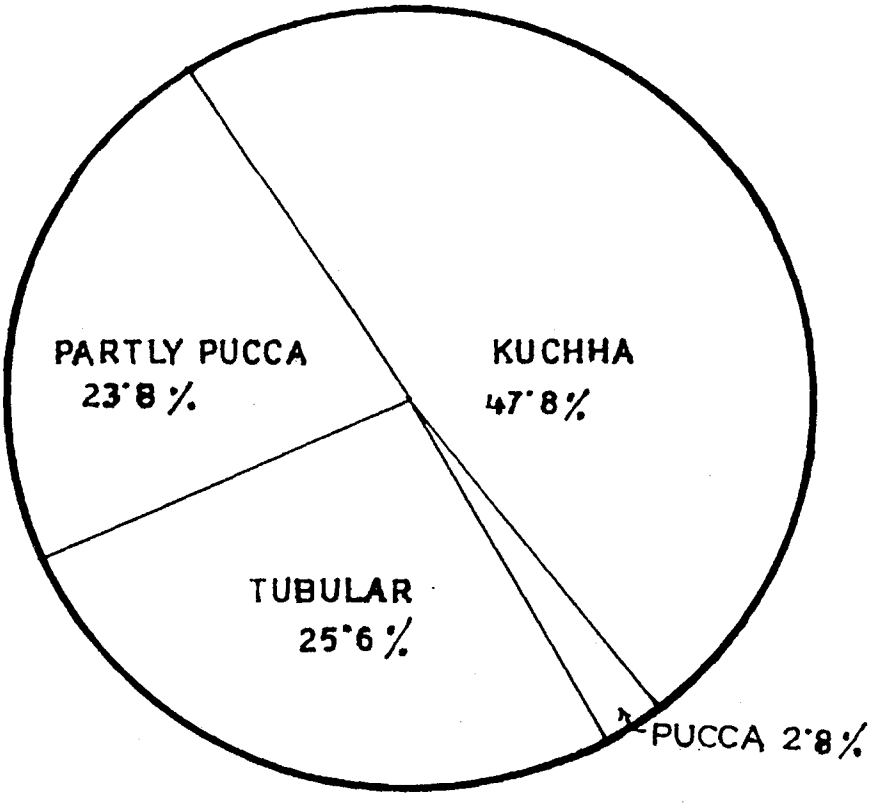

Fig.1·3

buildings, class-rooms, furniture etc. are lacking in most of the schools.

The number of District Council schools with various types of buildings districtwise is given in Table 1.16 :

TABLE 1.16

District Council Schools with various type of buildings
(1990-91)

District	Schools	Pucka Bldg.	Partly Pucka	Kuchha Bldg.	Tubular (Thatched hut)	Total
1. Tamenglong	Primary	38	x	x	92	130
2 Churachandpur	Primary	67	44	16	35	162
3. Ukhrul	Primary	16	28	112	x	156
4. Senapati	Primary	x	11	59	x	70
5. Chandel	Primary	x	41	67	22	130
6. Sadar Hills (Kangpokpi)	Primary	94	17	24	21	156

Schools requiring additional rooms :

During the year 1986-87, a large number of schools (more than 50% at all stages) were found short of rooms for instructional purpose. The shortage of class rooms could be met either by raising structures on the existing building itself or by constructing new ones, depending on the scope for expansion or additional space available.

The number of schools requiring additional rooms at different stages of school education is given in Table 1.17 :

TABLE 1.17

Schools requiring additional rooms
(1986-87)

		Schools needing additional rooms										
Rooms regd.		Zero	1	2	3	4	5	6-7	8-9	10-11	12	Total
1		2	3	4	5	6	7	8	9	10	11	12	13
Primary Schools	R	951	390	561	295	128	66	6	-	-	-	2397
	U	150	70	84	36	14	4	2	-	-	-	360
	T	1101	460	645	331	142	70	8	-	-	-	2757
Junior High School	R	111	28	76	66	33	25	13	8	1	-	361
	U	13	4	27	13	5	7	5	-	1	-	75
	T	124	32	103	79	38	32	18	8	2	-	436
High Schools	R	60	16	35	51	28	19	7	10	1	2	229
	U	35	4	23	27	24	13	6	2	-	-	134
	T	95	20	58	78	52	32	13	12	1	2	363
Hr.Sec. Schools	R	1	-	-	-	-	-	-	-	-	-	1
	U	3	-	-	-	3	3	-	-	-	-	9
	T	4	-	-	-	3	3	-	-	-	-	10
Total	R	1123	434	672	412	189	110	26	18	2	2	2988
	U	201	78	134	76	46	27	13	2	1	-	576
	T	1324	512	806	488	235	137	39	20	3	2	3566

Availability of dirinking water, urinal and lavatory :

The provision of drinking water and toilet facilities is important for proper functioning of schools.

The V-All India Educational Survey for Manipur has shown that a large number of schools in Manipur (most of which are elementary schools) did not have this basic facility.

The drinking-water facility existed in only 25.79% of Primary Schools, 48.17% of Junior High schools and 60.61% of High schools.

Regarding toilet facility, only 16.87% primary schools had urinal facility and 5.62% schools had lavatory facility. 50% and 15.79% of Junior High schools had urinal and lavatory facility respectively.

60.61% of High Schools had facility for drinking water, 77.13% and 46.56% of the schools had urinal and lavatory facility. The percentages of High schools having separate urinal and lavatory facility for girls were 46.28 and 27.27 respectively.

Library facility :

School libarary being an integral part of education is essential for the efficient functioning of every school. In Manipur the position of school library is far from satisfactory. Most of the primary schools do not have a library at all. Even those schools which have libraries do not have a sufficient number of books.

According to V-Survey for Manipur, during 1986-87, only 7.18% primary schools had library in them (6.13% and 14.17% in rural and urban areas respectively).

At the Junior High School stage, 81.65% of the schools were reported having library in them, but the number of schools having more than 200 books in their library was very small.

At the High School stage, 90.46% of 363 high schools had library facility in them. But only 14.85% of the schools in rural areas and 20.90% of those in urban areas were having more than 500 books in the library respectively.

During the course of its visit to some High/Higher Secondary Schools this year in Imphal, the Commission, while checking the library records, found that even the available library facility was not properly utilised by teachers and students in those schools. It appears most of the students have not acquired a taste for and the habit of reading. It is high time that better reading facilities were made available to both teachers and students so that through books they could do serious studies and make themselves better informed.

The position of Schools stagewise without essential facilities like drinking water, toilet, library, playground and teaching aids during 1989-90 is given in Table 1.18 and Table 1.19 :

TABLE 1.18

Schools without essential facilities like drinking water and toilet
(1989-90)

	Without Drinking Water				Without Toilets			
	Govt.	Aid.	Pri.	Total.	Govt.	Aid.	Pri.	Total
1. Primary Schools	1659	292	273	2224	2028	393	359	2780
2. Jr. High Schools	165	26	15	206	204	61	29	330
3. High Schools	66	49	31	146	90	54	53	197
4. Hr. Sec. Schools	-	-	-	-	-	-	-	-
No. of Schools :	1890	367	319	2576	2358	508	441	3307

TABLE 1.19

Schools without library, playground and Teaching aids
(1989-90)

	Without Library				Without Playground				Without Teaching aids			
	Govt.	Aid.	Pri.	Total	Govt.	Aid.	Pri.	Total	Govt.	Aid.	Pri.	Total
Prim.	934	119	360	1413	1009	161	163	1333	934	119	387	1440
Jr/H	31	7	22	60	63	-	7	70	-	-	42	42
High	-	23	16	39	1	25	16	42	-	-	102	102
Hr.Sec.	-	-	-	-	11	-	-	11	-	-	-	-
Total	965	149	398	1512	1084	186	186	1456	934	119	531	1584

Position about District Council Schols:

The number of primary schools under the District Councils without essential facilities like drinking water, toilet, blackboards, etc. is given in Table 1.20:

TABLE 1.20

District Council schools without essential facilities
(1989-90)

	No. of Schools without				
District	Drinking water	Toilets	Blackboards	Library	Playgrounds
1. Tamenglong	130(100%)	130	130	130	130
2. Ukhrul	156(100%)	156	108	108	156
3. Senapati	70(100%)	70	N.A.	70	30
4. Churachandpur	162(100%)	162	128	115	112
5. Chandel	119(out of 130)	128	45	126	113
6. Sadar Hills	165(100%)	134	N.A.	156	122

Availability of blackboard and furniture :

As it may not be possible for the Government to provide every school with sophisticated audio-visual aids for class-room teaching, black boards are the only visual aids available at present.

As per V-Survey for Manipur, a number of schools did not have even adequate number of black boards.

In the year 1986-87, only 59.09% of the primary sections had usable blackboards, 7.89% had unusable blackboards and 33.02% had no blackboard at all.

At the Junior High School stage, 79.45% had usable blackboards, 7.36% had unusable blackboards and 13.19% had no blalckboard. At the High School stage, 93.01% of High schools had usable blackboards, 4.82% had unusable blackboards and 2.17% had no blackboard.

The Survey also revealed that in Manipur only 52.52% of the primary sections had adequate furniture for students, 40.72% had inadequate furniture and 6.70% had no furniture for students. At the Junior High School stage, 68.52% of the schools had adequate furniture, 29.79% had inadequate furniture and 1.69% had no furniture for students.

Steps taken under "Operation Blackboard":

The scheme of Operation Blackboard (O.B.) was initiated by the Government of India in 1987-88 in order to bring about a qualitative improvement in the Primary School system.

The Scheme lays down the minimum level of facilities to be provided in all Primary schools (including the new ones to be opened in future).

The 3 components of the O.B. scheme are :

1) Provision of at least two all-weather rooms with deep verandah along with separate toilet facilities for boys and girls.

2) Provision of at least two teachers as far as possible, one of them a woman, in every primary school.

3) Provision of essential teaching and learning materials including blackboards, maps, charts, a small library, toys, games & sports materials, and some equipment for work-experience.

O.B. scheme is to be implemented in Municipal areas as well as villages. Its scope is confined to primary schools. It cannot cover Jr. High and High schools even if they have classes I-V and III-V.

The coverage of O.B. is to be extended in a phased manner to all primary schools run by the Govt, Local Bodies, Panchayat Raj Institutions and recognised aided schools.

The first step in implementation of the O.B. scheme is to select Blocks in the districts. Preference in the selection of Blocks should be given to those which are educationally disadvantaged and have concentration of persons belonging to S.C./S.T.

Progress of implemention (O.B.) in Manipur :

As per information furnished by the District Survey Officer/Education, Manipur, the following 8 Blocks, one from each district, were identified for implemention of the 1st phase of O.B. scheme :

1. Jiribam, 2. Bishnupur, 3. Kakching, 4. Nungba, 5. Kamjong, 6. Tadubi, 7. Thanlon, 8. Chakpikarong.

In the above Blocks, 541 primary schools (426 Govt. + 115 aided) were provided with essential facilities such as class-rooms, teaching materials, toys and games materials, science and Maths kits during 1988-89.

In the 2nd phase 9 more Blocks, namely Imphal West-I, Sawombung, Moirang, Thoubal, Tamei, Chingai, Saikul, Singhat and Tengnoupal were identified for implementation of the scheme.

Under the scheme (2nd phase), 954 primary schools were provided with good buildings with assistance from the 8th Finance Commission during 1989-90. Some aided schools were also provided with buildings (through their managing Committees) with financial assistance from the Government.

In the third phase 6 more Blocks, namely Imphal West-II, Phungyar, Kangpokpi, Tousem, Churachandpur and Chandel were identified. 507 primary schools in these 6 Blocks were provided with teachers' equipment, books for library, games materials, Maths kits, etc.

O.B. Scheme in District Council schools :

According to the C.E.O., Tamenglong District Council, the O.B. Scheme could not be implemented in the District Council schools for the last 3 or 4 years. Similarly there has been no progress in the implementation of the Scheme in Senapati, Chandel and Sadar Hills District Council schools. Only in Churachandpur district, the District Council received some furniture and teaching aids under the O.B. Scheme through the D.E.O., Churachandpur during the last 2 years. The Council people want that in future such facilities be made available direct to the District Council.

It seems there is need for better understanding and co-ordination between the Education Directorate (schools), Manipur and the District Councils.

Effective steps should be taken to speed up implementation of the O.B. Scheme in the District Council schools in such a way that the benefits of the scheme reach the Primary schools in the remotest part of each Hill District.

PRESENT POSITION ABOUT INFRASTRUCTURE:

During the year 1990-91, the Education Department (schools), Manipur provided 1414 primary schools with good buildings with C.I. sheet roofing and pucka flooring with the assistance from 8th Finance Commission. The Department also took up construction of 122 aided primary school buildings during 1989-90 with financial assistance from N.E.C. (North Eastern Council) on 50:50 sharing basis with the managing committee of the aided schools. So far the construction of 72 buildings has been completed.

During 1989-90, 103 High schools and 14 Hr. secondary schools were provided with science laboratory, library books and equipment with financial assistance from the Govt. of India.

During 1990-91 another 84 High schools were provided with similar facilities. Science equipment and teaching materials were also provided to some Junior High schools.

All the same, till to-day there are a large number of schools in Manipur, particularly primary schools, which are suffering for want of essential physical facilities. Quite a few of the primary schools are being run in thatched huts or tents or in the open.

There are more than 2000 primary schools both in rural and urban areas, which are either without or short of furniture for pupils. In some rural and hill areas the children sit on the floor, and a few lucky ones have only benches to sit on, with books on their laps. In many cases the approach roads to the schools are muddy during the rains. In some urban areas some schools are housed in crowded areas with no playground facility and under poor sanitary conditions.

After studying the problems/difficulties faced by the heads of various educational institutions in rural and urban areas in Manipur, one would observe that a few of the problems are, no doubt, serious and call for urgent attention and assistance from higher authorities, but some of the deficiencies of minor nature could have

been met at their own level if the heads of institutions were a little more creative, innovative and resourceful.

One-Teacher/Two-Teacher Schools:

As per V-All India Educational Survey for Manipur, there were 510 single teacher primary schools (490 in rural areas and 20 in urban areas), and 820 two-teacher primary schools (779 in rural and 41 in urban areas) in Manipur during the year 1986-87.

By the end of the 7th Plan period (1989-90), the Department of School Education, Manipur opened 184 primary schools in 184 schoolless villages (as identified by the IV-Survey) with one teacher each. With this the total number of primary (L.P.) schools with one teacher came to 694. Of these 694 schools, 60 were upgraded as two-teacher schools during the year 1989-90. The V-Survey identified another 234 schoolless villages in Manipur.

Majority of the teachers in the L.P. Schools having one teacher or two are under-Matriculates who had received several years back one-time training in the Basic Training Institute and they are not acquainted with the latest techniques of teaching and evaluation. As such, they are unable to cope with the new trends in education at the primary stage, and cannot possibly look after the diverse interests and various educational needs of the pupils (particularly in classes IA & IB).

Under the Hill District Councils, Manipur there are about 150 L.P. schools having classes IA-II with one or two teachers. According to C.E.Os of the District Councils, due to shortage of teachers it has not been possible to convert the existing single teacher schools into two-teacher schools. For such single or two-teacher schools it is suggested that the teachers should be given proper training in multi-grade teaching in order to enable them to tackle the various needs/interests of children of different grades.

In the context of UEE, all the single teacher schools may be upgraded gradually as two-teacher schools subject to their having prescribed minimum number of students.

SUPPLY AND QUALITY OF TEACHERS

Teaching profession to-day has become the last choice in the job market for the competent and well

qualified persons. Quite a few people who have neither the competence nor the aptitude for teaching have come into the profession over the last few decades.

In Manipur sufficient number of high quality teachers is generally not available at the time of recruitment for varous reasons as spelt out in our Report-I. There is little or no opportunity for the new recruits to receive the best possible professionsl preparation. There is no continuous orientation of in-service teachers. The conditions in which they are working are also less than satisfactory. In the circumstances, there is low motivation and low quality of teachers working in the schools

Needless to say that teachers are to interpret and implement whatever policies and programmes that are laid down by the Government. Their role is the key element in qualitative improvement of education. Without the requisite qualitative improvement in teachers universalisation of elementary education may be a mirage.

In Manipur the non-availability of well qualified and trained teachers at the primary stage especially in rural/backward areas is a serious problem. Even though the size of rural population is much larger than that of urban population, the rural areas are getting much less in respect of allocation of essential infrastructure including qualified teachers.

According to the report of the "Comprehensive Survey of Education in Manipur " (NCERT), 1972 published by the Directorate of Education, Manipur, about half of the teachers working in L.P. Schools in Manipur were only middle pass during the year 1972-73. Some of them (about 217) had not even passed middle (class VIII) examination. Of the total number of middle pass teachers, 94% were working in rural schools. The report also revealed that under-martic teachers working in Govt. Primary schools constituted 58.79% as against 33.31% in aided schools and 47.30% in purely private schools, and about 53% of the under-matric teachers were untrained.

During 1986-87 there were 4472 teachers (constituting 41.58% of the total Primary teachers) whose qualification was under-matric.

Even to-day the number of under-matric teachers working in primary schools is approximately 40% of the total Primary teachers. In a Govt. L.P. School (classes IA-II) in Thoubal district, which the Education

Commission visited, all the 5 teachers of the school including the Head Pandit are under-matriculates, though B.T.I. trained.

As per data furnished by the Directorate of Education (S), Manipur 1991, there are altogether 21,227 teachers teaching at different stages of school education in the State. Of them, 9854 are Primary,4453 Jr. High School, 5988 High school and 932 Hr. Secondary school teachers. The percentages of untrained teachers at Primary, Jr. High and High school stages are 43.20, 62.51 and 69.13 respectively.

Teachers in the District Council schools:

There are still a large number of under-matric teachers in the Primary schools under District Councils.

The position of teachers in District Council Schools qualification-wise in 1990-91 is given in Table 1.21

TABLE 1.21

Teachers in District Council Schools qualification-wise (1990-91)

District	Under-M	Matric	Hr.Sec/ P.U.	Gradu-ate	Hindi/ others	Total
1. Ukhrul	201	120	49	28	-	398
2. Churach-andpur	147	112	98	44	10	411
3. Tameng-long	37	181	182	x	4	404
4. Senapati	13	214	36	42	-	305
5. Chandel	62	-	285	19		366
6. Sadar Hill	181	166	80	26	-	453
Total :	641	793	730	159	14	2337

One reason for dearth of good teachers in backward areas is that good teachers are not inclined to work in poor working conditions. A sizeable number of teachers now working in remote hilly areas are Imphal-based, daily commuting back and forth as and when they like.

They don't stay in the vicinity of the school because there are no teachers' quarters available nearby. The result is that the schools suffer for want of teachers.

It is often reported that quite a few schools in such areas remain without adequate teachers for a good length of time just because some teachers meant for the school remain absent from the school. It is also alleged that some teachers remain absent by arrangement with others who are not qualified at all for the job.

Shortage of teachers of Science, Maths etc :

By and large, in the hill districts, especially in the remote tribal areas, Science and Hindi teachers for elementary schools are seldom available from among the local people.

In Churachandpur district which the Education Commission visited this year, apart from shortage of physical facilities, the headmasters of High/Jr. High Schools spoke about lack of subject teachers, especially to teach Science, Maths and Hindi, and according to them such a deficiency was the main reason for large scale failure of their students in the H.S.L.C. examination. They also expressed their difficulty in respect of the medium of teaching in primary schools with children speaking different dialects and sitting in the same class-room. It was because of this language difficulty, they felt, that many children had left the Government/Council schools only to join private (mostly mission) schools where the medium is invariably English.

RESOURCES FOR EDUCATION : Plan/Non-Plan

Educational expenditure consists of plan and non-plan. While the plan resources are invested in developmental activities like construction of new buildings, recruitment of new teachers, new schemes and programmes, the non-plan expenditure denotes maintenance expenditure on on-going schemes and programmes.

1) Annual expenditure:

The budgetary allocations for education in Manipur in the year 1990-91 and 1991-92 are shown in Table 1.22

TABLE 1.22

Budget for Education, Manipur

(in lakhs of rupees)

	1990-91 Actuals	1991-92 (Estimated)
Non-Plan	56,33.42	58,51.97
Plan	8,93.77	8,81.68
Centrally sponsored schemes (like Hindi Education & NFE)	1,82.51	
Central schemes (like Science Edn.)	75.25	
Total	67,84.95	67,33.65

N.B. The p.c. of Plan to Non-Plan expenditure on General Education for 1990-91 is 18.22 and that for 1991-92 is 18.59.

Educational expenditure has been growing with the expansion of the system. In spite of the growth in expenditure, the per capita budgeted expenditure on education is declining in real terms because of the increase in prices and rapid growth of student population.

ii) Plan expenditure:

Plan expenditure on Education for Manipur has shown a rise since the inception of planning in the State (1950-51). The 7th Plan outlay of about 29 crores is 178 times the first Five year Plan outlay of about 16 lakhs. This growth rate in plan expenditure may be impressive, but it has not kept pace with the additional requirements for quality improvement.

iii) Share of education in total budget :

The percentage of expenditure on General education to the total Plan and Non-Plan budget for Manipur during the years 1990-91 & 1991-92 is as given in Table 1.23 :

TABLE 1.23

Percentage of expenditure on General education to the total Plan & Non-Plan Budget for Manipur

Share of General Education in total State Budget		
Year	Plan	Non-Plan
1990-91 (RE)	6.17%	18.38%
1991-92 (BE)	5.57%	18.13%

N.B. 'General education' here covers School education, University education, SCERT and Adult education.

The share of Education in total Plan expenditure for the whole country during the 7th Plan was 3.55%, and the share of Elementary Education in the total expenditure on Education during 1986-87 was 47%

iv) Intrasectoral fund allocation:

The percentage of budgeted expenditure on Elementary, Secondary and Higher education to the total expenditure on General education for Manipur during 1984-85, 1990-91 and 1991-92 is as given in Table 1.24 :

TABLE 1.24

Fund allocation Inrrasectorwise as p.c. to the total expenditure on General education (Manipur)

Sector	1984-85	1990-91	1991-92
Elementary	54.8%	44.76%	44.51%
Secondary	21.9%	30.28%	30.63%
Higher Education	17.5%	21.93%	21.49%

It may be noteworthy that ratio of expenditure on Elementary Education has come down during the last seven years as against that on Secondary & Higher education.

v) Sources of finance for education in Manipur :

93 to 95% of the resources for education in Manipur come from the Government source, while for the country

FUND ALLOCATION TO DIFFERENT SUB-SECTORS OF EDUCATION IN MANIPUR
1991-92

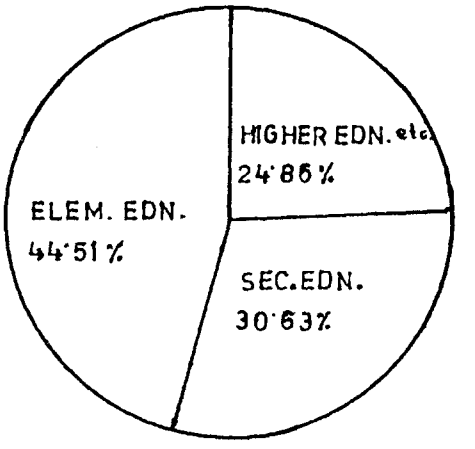

Fig. 1·4

DECLINE IN EXPENDITURE ON ELEMENTARY EDUCATION IN MANIPUR
1984-85 — 1991-92

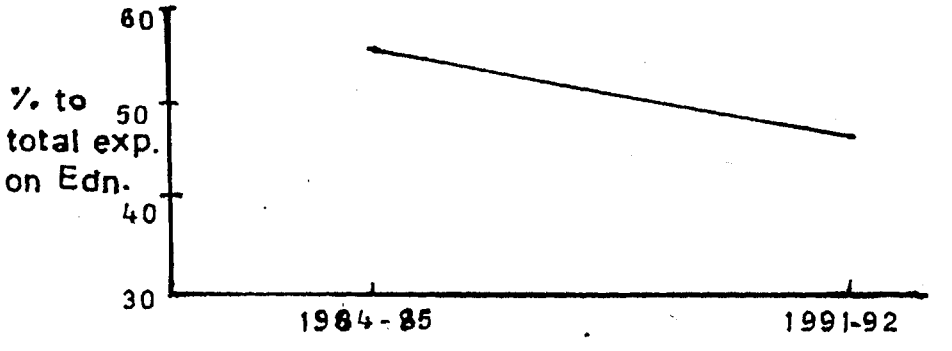

Fig. 1·5

the Government source accounts for nearly 80% of the financing of education, the rest being shared between private sources (15%) and local bodies (5%).

As per data available with the Planning/Statistics section of the Education Directorate (Schools), Manipur, the sources of financing of education in Manipur other than the Government sector are from UGC, tuition and other fees, and other sources like endowments and donations, there being no eontributions from local bodies.

The details of source-wise contributions of resources to education in Manipur in percentages during the years 1979-80, 1982-83 and 1983-84 are as shown in Table 1.25 :

TABLE 1.25

Source-wise contribution of fund to Education In Manipur

(in percentages)

Year	Govt.	UGC	Private/Non-Governmental Sources			
			Tuition fee	Other fees	Other Sources	Total
1	2	3	4	5	6	7
1979-80	93	2	1.5	1.5	2.0	100.00
1982-83	95	0.8	1.1	1.8	1.3	100.00
1983-84	93	3.0	1.0	1.8	1.2	100.00

N.B. For the year 1988-89 the Govt. share has risen to 96.88%.

Table 1.25 really indicates that the share of community resources for education is practically negligible.

vi) Percentage of the expenditure on Teacher Salaries and administration:

For most of the States in the country more than 90% of the expenditure on education is spent on salary and administration, leaving very little or nothing for other items, say for buying simple and inexpensive maps, charts & other teaching and learning aids. For Manipur

the expenditure on salary & administration during the year 1990-91 is of the order of 90% of the total expenditure on general education.

Need for additional resources:

Efforts may be made to encourage individuals and organisations to make voluntary donations and endowments to the education sector. But such contributions will only be marginal for the much-needed large-scale improvements in the education system, particularly at the elementary stage of education. For this the Government may have to continue taking more responsibility.

In view of the very limited scope for resource mobilisation from non-govermental sources, for a State like Manipur which consists of hilly, remote, tribal and backward areas, the quantum of Central share in education needs to be augmented. Additional resources are required both for quantitative and qualitative improvements. The need for additional resources for elementary education is particularly pressing. The financial implications for quality improvement programmes for all stages of School education will be much more than those for quentitative expansion as the former has to cover the on-going as well as new schemes and programmes.

CHAPTER 2

RATIONALISATION OF SCHOOL STRUCTURE

We have already described in our Report-1, the organisational set up of the Education Department including the different Directorates of Education in Manipur. Here we deal with some important aspects relating to rationalisation of the school structure with focus on elementary education.

DUALITY IN ADMINISTRATION OF PRIMARY EDUCATION

The administrative control of the primary schools in the State is entrusted to two agencies - viz. the Directorate of Education (Schools) and the Autonomous District Councils. The Directorate of Education (Schools) administers all schools in the valley areas including primary and lower primary schools while District Councils administer primary schools, including lower primary in the hill areas. The schools other than primary and lower primary in the hill areas are under the administrative control of the Directorate of Education (Schools).

The Manipur Education Code 1982 states as follows :

> "The Department is the agency of the Government for organising and administering all the educational activities in the entire State of Manipur.
>
> "There shall be an Education Directorate and the Director of Education will be the Head of the said Directorate of Education and will be responsible for due discharge of the functions of the Department."

Since 1982 the Department of Education has considerably expanded. It is now reorganised and there are at present two administrative Directorates - viz. the Directorate of Education (Schools) and the Directorate of Education (University) besides Directorate of SCERT, Directorate of Adult Education and Directorate of Technical Education.

According to the 1982 Code, the Director of School Education has to "tender advice to District Councils and other local bodies on educational matters particularly relating to curricula, syllabi, standard and method of teaching, and maintain liaison with them

in formulating schemes for expansion of educational facilities in the State."

The Manipur (Hill Areas) District Councils Act, 1971 mentions that "the establishment, maintenance and management of primary schools and construction and repair of all buildings connected with these institutions and institution of scholarships" in the the hill areas shall be under the control and administration of District Councils, subject to such exceptions and conditions as the Administrator of the State may make and impose. The District Councils may also fix and levy school fees.

Lack of Co-ordination

The duality in administrative control of primary education has resulted in the problem of lack of adequate coordination and understanding between the Autonomous District Councils and the Directorate of School Education as would be observed from the following in regard to the implementation of the Scheme of Operation Black-Board.

One of the District Councils in its information furnished to the Commission states that their problems and difficulties are shortage of "school buildings, teaching aids, games, library, stationery and furniture etc." and there has been no implementation of Operation Black Board Scheme in the Council schools except that "sometimes the DEO concerned called for the same once in a blue moon and the D.Is mouthed lectures among the Headmasters in their monthly meetings." It adds that "no conversion of one-teacher into two-teacher schools took place in the Council."

Another District Council has written that "no proper school buildings are provided by the Government till now and the schools under this Council have been facing acute shortage of furniture and teaching aids due to non-providing of funds by the Government." It adds that "the Scheme of Operation Black Board was not given/provided to this Council (by the Directorate of School Education) during the last 4 years except the distribution of minimum requirement of black boards, chalks etc. from the Council fund to the schools in the year 1989-90. Hence the implementation of the Scheme of Operation Black-Board could not take place in this Council."

Yet another District Council writes, "There is no scheme for Operation Black-Board under the Council Administration as yet. The Council Administration

submitted proposal for providing teaching aids/equipments to the Government Administrative Department (Hills) in the Annual Plan, but the response is still very poor."

On the contrary, the reports from the Directorate of School Education and the DEOs are quite different. According to them the Scheme of Operation Black Board has been implemented in the hill areas as well and it has been done phase-wise taking up 2 or 3 blocks at a time as provided in the Central Scheme. In fact, some of the District Councils have confirmed the information given by the DEOs. The Churachandpur Autonomous District Council, for example, writes, "The Council received furniture and teaching aids for the last three years under O.B. Scheme through the DEO." However, it adds, "the same may be given direct to the Council in future in the interest of the schools."

We think that many of the problems and difficulties, real or artificial, may be solved through proper understanding of the issues and effective coordination between the District Councils and the Directorate of Education (Schools). It may be advisable to have a Standing Coordination Committee for each district with representatives from the District Council and the Directorate of Education (S) to look into such problems and foster proper understanding and cooperation between the two agencies.

STRUCTURE OF ELEMENTARY EDUCATION

A number of teachers and teacher associations whom the Commission met, emphasised the need for creation of a separate Directorate of Elementary Education as the existing administrative structure at the School Directorate level is quite inadequate to deal with the expansion and improvement programmes of elementary education. The Universalisation of Elementary Education and schemes like Operation Black Board and Environmental education are additional responsibilities thrown up by the National Policy on Education (NPE), 1986.

It may be mentioned that a number of States like Assam, West Bengal and Karnataka have long back constituted separate Directorates of Elementary Education.

(1) Assam Model: In Assam, there has been a separate Directorate of Elementary Education since 1977 and the control and administration of the elementary schools covered under Assam Elementary Education

Provincialisation Act, 1974 vests in this Dirctorate. There are 22 educational sub-divisions and 20 civil divisions in eight plain districts of Assam under this Directorate. There is no intermediate administrative authority at the district level in respect of Elementary Education. The Deputy Inspector of Schools who is the Sub-divisional Elementary Education Officer comes in the level of elementary education administration next to the Directorate level. Educational Sub-divisions are divided into a number of circles and sub-circles with posting of supervisory staff viz. Sub-Inspector of Schools (S.I.) and Asstt. Sub-Inspector of Schools (A.S.I.). The Joint D.P.I. for Hills is the administrative representative of the D.P.I. All the educational institutions in the hills are administered by him. He is required to submit necessary data in respect of planning, statistics and budget of elementary schools along with other categories of schools. But he has no direct administrative connection with the Director of Elementary Education.

(2) West Bengal Model: There are two separate Directorates for school education viz. (1) Directorate of Primary Education and (2) Directorate of Secondary Education. This set up has been working since 1971. The Directorate of Primary Education takes care of education for classes I to IV/V. The Directorate of Secondary Education administers education of classes V/VI to X. There are a large number of high schools with attached class V, which are controlled by the Secondary Education Directorate. However, for administrative convenience a single Director looks after the two Directorates although they are located in two different office premises.

(3) Karnataka Model: There are two Directorates of school education in Karnataka - viz Directorate of Public Instruction (Primary) and Directorate of Public Instruction (Secondary). Besides these two, there are other Directorates pertaining to school education e.g. Directorate of Pre-University Education, Directorate of Educational Research and Training, Directorate of Vocational Education etc. All the Directorates are under one DPI each. As such a multiplicity of Directorates caused sometime back the problem of effective coordination of the work in the Department, the Government of Karnataka created a post of Commissioner of Public Instruction (CPI) in 1979 to supervise and coordinate work in the different Directorates of the Education Department. The CPI is in-charge of the following items of work :

1. General administration of all the Departments and Units pertaining to School and Pre-University Education.

2. Planning pertaining to Primary Education, Secondary Education, Pre-University Education, Educational Research and Training, Karnataka Secondary Education Examination Board and all other items of work relating to the Public Examinations.

3. Coordination of activities pertaining to the above.

It may be added that the Commissioner of Public Instruction functions as a coordinator of 8 functional Directors who meet once a month, on 1st Monday. He also looks after personnel management upto +2 stage. It is not, however, necessary for the DPIs to route all the files through the CPI.

Implications:

A separate Directorate for Elementary Education has been set up by various States in view of the importance that Elementary Education has assumed in the recent past in the context of Universalisation of Elementary Education and the special problems which are required to be attended to in respect of the 6 to 14 age group.

The Government of Manipur may consider this matter in the light of its own needs. In case a separate Directorate of Elementary Education is set up in Manipur, all the schools having classes upto VIII only should be under the jurisdiction of the Directorate of Elementary Education. The composite high schools i.e. schools having classes I-X or III to X or VI to X should be under the administrative control of the Directorate of Secondary Education which will have its jurisdiction over higher secondary schools also. The administrative control of newly upgraded high schools, upgraded from Junior high schools, should be transferred lock, stock and barrel, to the Directorateof Secondary Education. Moreover, it will have to be ensured that there is proper coordination of the new Directorate with the other Directorates as well as the District Councils.

RATIONALISATION OF EXISTING SCHOOLS

(a) Non-viable Schools:

If one studies the manner in which schools come up, it would be observed that it takes, consciously or unconsciously several forms. Sometimes educational institutions are established by political leaders on political considerations. Individual or group rivalry in a village or area also sometimes is a leading force in setting up of the rival institutions. Sometimes educated unemployed youth set up such institutions with the hope of getting grant from the Government or take-over by the Government on some future date, and yet some schools are set up by some individuals purely on commercial considerations. In many cases schools established on such considerations affect the already existing school nearby by pulling down the enrolment strength and reducing the amount of resources available to the existing school. As a result the development of the existing school is seriously affected, sometimes making it even non-viable. If two or more schools are set up in a particular area when there is the need of only one school, not only the existing school will suffer but the new one also will have to suffer. Such a situation naturally lowers the quality and standard of teaching and therefore, is not conducive to the interest of students and, instead of rendering service, may render dis-service to the community.

It is not uncommon to find existence of more than one school within a short distance in a particular area. Under such a situation any of the schools cannot grow fully and achieve any academic standard as no school can have sufficient number of students and the required infra-structure and other facilities. This happens not only in the case of primary schools but also in the case of junior high and high schools. Table 2.1 is an example of such a situation in a village under the jurisdiction of the Inspectorate Zone IV (Bishnupur).

TABLE 2.1

PROFILE OF 3 SCHOOLS IN A VILLAGE IN BISHNUPUR ZONE

Schools	Pop	Building	Rooms	Distance	Teachers	Enrolment	Total
1. T.S. Girls' L.P.	1503	Semi-Pucca	2	0 km.	4	IA-46 IB-13 II-12	71
2. T.S. Boys' L.P.	-do-	-do-	3	0 km.	5	IA-45 IB-13 II-11	69

3. T.S. Pry. (Co-ed)	:-do-	: -do-	: 3	:0 km.	: 6	:III-26: IV-16 : V-22 :	64

Source : Inspectorate, Zone IV.

If the aforesaid 3 schools are amalgamated, there will be six classes with enrolment as follows -

IA - 91 (may be divided into 2 sections)
IB - 26
II - 23
III - 26
IV - 16
V - 22

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This means that the amalgamated school will have only 7 classes (2 sections in IA) which can be managed with 7 or 8 teachers instead of 15 as at present. Besides, there will be improvement in the infrastructure and other facilities as the available resources will be used by only one instead of three schools.

This is just an example. Such schools are not rare both in the valley and the hills.

(b) Unserved areas

The paradox is that though many of the areas/villages have more schools than what they require, there are some villages/areas which are not served by schooling facilities. The V-All India Educational Survey identified 234 schoolless habitations in Manipur, in both hill and plain. Out of them, 93 villages/habitations have population of more than 100. Similarly, at the Junior High School stage, according to the fifth Survey, there are 97 habitations which are not served by Junior High School stage within a distance of 3 km. 30 habitations with a population of 1000 and above do not have a high school within 8 kms. as per the V-Survey.

Whether there is an actual need for more Primary, Junior High or High Schools will have to be examined in the light of an assessment of the non-enrolled school going age children, etc.

(c) Poor student enrolment in some Higher Secondary Schools

The situation in the case of Higher Secondary Schools is peculiar. As per the traditional norm of 1 Higher Secondary School for every 4 High Schools - the State should have 98 Higher Secondary Schools for its 394 High Schools. This implies that there should be further upgradation of high schools. But the existing conditions call for otherwise. The majority of existing Higher Secondary Schools do not have adequate number of students. Many of the newly upgraded Higher Secondary Schools do not have any student. Two Schools, namely Thanlon Higher Secondary and Khangsinglung Higher Secondary School could not send up any candidate in the Higher Secondary Examination, 1991. The position is almost the same with Mayang Imphal Ukhrul and Kangpokpi Higher Secondary Schools. Position of the Higher Secondary Schools, particularly in rural and hill areas is also not encouraging. For instance, in Mayang Langjing Higher Secondary School there are only 4 and 2 students on the roll in classes XI and XII respectively for 1991-92 session though there are 13 Lecturers in the school. There is no logic for the existence of such schools. Such schools should be identified and downgraded at the earliest.

SCHOOL MAPPING

To tackle the problem of existence of non-viable schools, surplus schools and shortage of schools in Manipur, micro-level planning is an imperative need. The National Policy on Education, 1986 has emphasised that each State should "take up a programme of school mapping for locating schools to cover all areas." "School Mapping" has been devised as a technique of micro-level planning and rationalisation of educational facilities. With the recent development in non-formal education in areas such as literacy programmes, post literacy courses, vocational training and adult educational programmes, school mapping has to cover the non-formal educational facilities also.

The National Institute of Educational Planning and Administration (NIEPA) has developed some guidelines for School Mapping to help the planners and administrators to undertake this exercise in a systematic way. The main features of the guidelines for School Mapping are as follows :-

(a) Rationalisation of existing facilities by -

(i) shifting, closure or amalgamation of institutions;

(ii) optimum utilization of teaching and non-teaching staff;

(iii) optimum utilization of buildings, equipment, furniture, etc.

(b) Provision for new or additional facilities by -

(i) opening of new institutions, or upgrading of existing ones;

(ii) providing additional teaching and non-teaching staff;

(iii) providing additional buildings, equipment, furniture etc.

In undertaking this excercise a number of steps should be taken:-

(i) Comprehensive Educational Survey of schools, villages and habitation. It should be conducted with a common date of reference for all areas/schools.

(ii) Preparation of Area Maps showing existing educational and other facilities, topography communication network, catchment area of each school etc.

(iii) Analysis of the existing situation in terms of proper norms.

This analysis will help, inter alia, in identifying the following :-

- School-less areas/villages/habitations
- Number of children to be enrolled;
- Catchment area of each school;
- Non-viable schools;
- Schools to be shifted;
- Extent of surplus and shortage of teaching and non-teaching staff; and
- Condition, use and requirement of buildings, furniture and equipment.

RATIONALISATION OF STAFFING PATTERN IN MANIPUR

Associated with the issue of rationalisation of schools in the State is the issue of rationalisation of

the staffing pattern for teachers for different stages of school education. It has been observed that there are three kinds of major problems in respect of staffing :

(a) Schools with surplus teachers and schools with shortage of teachers

(b) Mismatch of supply of teachers with reference to the subjects/classes to be taught in a school.

(c) Staffing norms

(a) Schools with surplus/shortage of teachers

There are a number of schools - L.P., Primary, Jr. High, High and Higher Secondary in different districts where the teachers are in excess of the actual requirement. We had pointed out in our Report-1 that in Gandhi Memorial High School, Churachandpur, for example, we noticed during our visit to the school that there were 24 teachers for only 70 students actually attending (classes IA to X), which worked out to a teacher-pupil ratio of just 1:3. Similarly, there were 4 teachers for only 7 students actually attending (4 in class IA and 3 in class IB) in Inrenglong L.P. School, Village Inrenglong, Tamenglong District.

These are, however, not isolated instances of surplus teachers. During the various Conferences of Headmasters we attended in different districts, it was observed from the presentation of several headmasters that their schools had surplus teachers.

A case study (1991) done by Shri L. Somorjit Singh, Asstt. Inspector of Schools, Zone-II, Imphal, about the number of teachers in the primary schools under his jurisdiction again reveals the inequitable distribution of teachers (Table 2.2).

TABLE 2.2
PRIMARY SCHOOL-TEACHERS BY QUALIFICATIONS
KHUNDRAKPAM CONSTITUENCY
IMPHAL ZONE-II

Sl. No.	Name of School & enrolment	Under Matric	Matric	Under Gra-duate	Gra-duate	Total
1.	Waiton (193)	2	1	3	2	8
2,	Khundrakpam (151)	-	4	4	3	11

3.	Tangkham (95)	3	1	1	-	5
4.	Cosmopolitan(252)	2	2	2	1	7
5.	Yumnam Khunou(150)	-	2	2	1	5
6.	Sinam (68)	1	2	-	2	5
7.	Yumnam Patlou (III-V) (141)	2	1	-	1	4
8.	Pukhao Leitan-pokpi (73)	1	2	-	1	3
9.	Lamboikhul (82)	2	2	-	-	4
10.	Keibi (195)	1	2	1	1	4
11.	Uyumpok (94)	1	3	-	3	7
12.	Pourabi (159)	1	3	1	2	6

N.B. Figures within brakets indicate the student enrolment in classes IA to V.

It will be observed from Table 2.2 that whereas Pukhao-Leitanpokpi PS(IA-V) has 3 teachers for 73 students,Khundrakpam PS is having 11 teachers for 151 students (IA-V), each class having one section only.This speaks of the imperative need for re-allotment of teachers to schools on a rational basis in the Constituency.

(b) Mismatch in supply and need of subjectwise teachers

It has been observed that there are also several schools which do not have the required teachers for different subjects. This is particularly so far Science, Mathematics and Hindi.

The imbalance in the supply of teachers of schools may be seen also from by the following position of science teachers in Ukhrul District as on 19.4.91. Out of 24 High Schools and one Higher Secondary School having only one section in each class, the number of science teachers the different schools had, is given below :

2 schools had 6 science teachers each = 12
3 " " 5 " " " = 15

7	"	"	4	"	"	"	= 28
8	"	"	3	"	"	"	= 24
5	"	"	2	"	"	"	= 10
25							89

This shows that the distribution of science teachers has not been equitably done in the aforesaid district keeping in view their needs.

LACK OF DATA BASE

The above phenomenon of surplus and shortage of teachers in schools is primarily the result of lack of proper data base about schools, students, teachers, subjects to be taught etc.

We have already recommended in our Report-I the need for setting up an Educational Management Information System (EMIS) without which it may be difficult to regulate and rationalise the supply of teachers in schools according to their needs.

This would require a proper flow of information from the grass-roots. It is suggested that -

(i) Each school should be required to submit to the DEO/IOS annually in a prescribed form information about student enrolment and actual student attendance in each class in the preceding year and the expected strength of students in the ensuing academic session. In case of Junior High, High and Higher Secondary Classes, the information should be subjectwise for each class. It should also indicate the teachers in position and additional teachers required or surplus teachers, if any, on the basis of the given criteria for staffing.

(ii) The DEO/IOS should, after scrutining the data received from the schools, consolidate the same and prepare a statement showing

- inter-school adjustments required to be done within the district

- additional posts required to be sanctioned/filled in for the district for certain subjects/categories of teachers

and then submit his proposal to the D.E.

(iii) The D.E. should then take urgent action, as may be necessary, so as to ensure that the needs of the schools are duly met according to

the given staffing pattern.

STAFFING NORMS

It appears that there is no adequate clarity about the staffing norms for teachers in Manipur. The District Council, Tamenglong for instance, has written to us saying that "it has 406 teachers, though according to the staffing pattern of primary schools, it requires 910 teachers for the existing 130 primary schools under the Council but no creation of additional post is made by the Government till now."

According to the information furnished, the classwise enrolment for the last 5 years in the primary schools in the said Council is as given in Table 2.3.

TABLE 2.3

PUPIL ENROLMENT IN SCHOOLS OF DISTRICT COUNCIL TAMENGLONG

Class	1986	1987	1988	1989	1990
I-A	1697	1679	1620	1694	1324
I-B	1697	1697	1620	1693	1324
II	1173	973	641	817	684
III	606	406	200	319	204
IV	407	207	129	161	92
V	221	121	60	94	39
Total	5801	5083	4270	4778	3647

It is evident from the information supplied by the Council that the requirement of 910 teachers has been calculated on the basis that every primary school (IA-V) has 6 classes and each class must have a teacher so that 130 schools require 130 x 6 = 780 teachers + 130 headmasters, one for each school (780 + 130 = 910) or one additional teacher for each. No consideration about the teacher-pupil ratio or of the prescribed norms appears to have been made. Table 2.3 shows that in 1990 there were only 39 pupils enrolled in class V. This indicates that out of the 130 schools at least 91

schools did not have a single pupil in that class. Similar is the case with classes IV and III in many schools. Therefore, we are afraid there is hardly any justification for sanctioning a post for a class which does not have a single pupil. Further, there is no justification for appointment of a separate Headmaster or an additional teacher for each school irrespective of the number of children in the school. The present teacher-pupil ratio is 1:9 for the district.If the proposed posts are created, the ratio will come to 1:4. Moreover, over the years the number of students has been going down in the district There are already some schools with surplus teachers for want of adequate number of students. It may be appropriate to transfer such teachers to schools where there are shortages.

A conducive teacher-pupil ratio is important not only from the point of view of optimum utilisation of the meagre resources in the State but also from the point of view of efficient utilisation of the teachers. Whereas over-worked teachers adversely affect the quality of education and reduce the retention capacity of schools, under-worked teachers also adversely affect the educational process. Therefore, what is essential is to work out optimal norms for fixing teachers' strength in schools.

Existing Staffing Pattern

The Manipur Education Code 1982 lays down the following staffing pattern for aided schools :

1. L.P. Schools:

   One teacher for every 30 pupils (in backward areas and in the case of girls' schools this limit may be 20).

2. Elementary Schools (other than L.P. Schools) :

   Total number of teachers to be calculated at the rate of one teacher per class/section, plus 25 percent.

3. High and Higher Secondary Schools

   The total number of teachers required for a school may be determined after dividing the total number of the weekly periods of the entire school by 28 and then by adding 1 more to the quotient.

4. Work-load:

(a) For Teachers

In case the services of a Lecturer or any other teacher for a subject cannot be utilised fully for 28 periods, the balance of the periods available with the teacher in accordance with the above rules, after teaching the particular subject, may be utilised for teaching other subjects in lower classes for which he is sufficiently qualified.

(b) Heads of Schools:

The Head of a High or Higher Secondary School will teach at least 10 periods a week. The Assistant Headmaster or the Vice-Principal will teach at least 18 periods a week. Other lecturers and teachers will teach at least 28 periods a week. In the absence of a teacher or a number of teachers, all the teachers present must be engaged in class teaching throughout the working hours on the day.

The Director of Education(S) has informed us during the course of our discussion with him that the following norms are generally being followed by the Directorate in the matter of sanctioning posts of teachers in schools -

Classes IA-V	: One Graduate Teacher (Head Master) plus 5 teachers including one Hindi teacher
Classes VI-VIII	: Two Science Graduate Teachers (one Physical and one Biological) Four other Graduate Teachers (one Hindi, three Arts)
Classes VI-X	: Four Science Graduate Teachers (2 Physical, 2 biological) Six Arts Graduate Teachers One Graduate Hindi Teacher One Headmaster One Asstt. Headmaster.

N.B. Additional teachers are sanctioned if there are more sections in a class.

The Board of Secondary Education, Manipur which grants recognition to High Schools has prescribed the following staffing pattern for classes IX and X under the new syllabus introduced in High Schools from 1984-85 session.

Subjects		Teachers required.
1. First Language (MIL)	-	1
2. Second Language (English)	-	1
3. Language in lieu of first language	-	1 for each
4. Mathematics	-	1
5. Science	-	2 (1 for Physical, 1 for bio-chemistry group)
6. Social Studies	-	2 (1 for History, Civics, Geography group, 1 for remaining subjects)
7. SUPW	-	1
8. Physical & Health Edn.	-	1
9. Optional subjects	-	1 for each subject

West Bengal

Prior to 1972 admissibility of teaching staff used to be determined only on average ratio between number of teachers and number of students and higher scale of pay was allowed on the basis of qualification, which resulted in appointment of teachers without considering the academic interests. So in 1972 Government decided to reorient the whole system and a new pattern of teaching staff was introduced on the basis of class units. Consequent on the introduction of new curriculum and syllabus from 1974 a revised staffing pattern was introduced. The whole area of school subjects were divided into 4 groups and number of teachers admissible to each group was determined.

The present staffing norms for Secondary Schools (classes V to X) in West Bengal are as given in Table 2.4.

TABLE 2.4

STAFFING NORMS FOR
SECONDARY SCHOOLS (CLASSES V TO X)
WEST BENGAL

No. of Units	Lang.	Sc.	S.Sc.	P.Edn. W.Edn.	H.M.	Total
6	4	3	3	2	1	12
7	4	4	2	2	1	13
8	5	4	2	2	1	14
9	5	5	3	2	1	16
10	6	5	3	3	1	18
11	7	6	3	3	1	20
12	7	7	4	3	1	22
13	8	7	4	3	1	23
14	9	8	4	3	1	25
15	10	9	4	3	1	27
16	10	9	5	4	1	29
17	11	10	5	4	1	31
18	11	11	5	4	1	32
19	12	11	6	4	1	34
20	13	12	6	4	1	36

Maharashtra

Primary : 1 teacher for 40 pupils in rural areas
1 teacher for 50 pupils in urban areas

Secondary : 1.5 teachers per section/division

Central Board of Secondary Education

Primary : 1 teacher per section
Secondary : 1.5 teachers per section to teach various subjects

Kendriya Vidyalaya Sangathan

The formula for calculating the requirement of number of teachers in Kendriya Vidyalayas is given below:

1. PRIMARY DEPARTMENT:

a) Without Headmaster

$$\frac{\text{(No. of Sections X 48)}}{36} \quad \text{PRT} =$$

b) With Headmaster

$$\frac{\text{(No. of Sections X 48) - 16}}{36} \quad \text{HM} = 1, \quad \text{PRT} =$$

2. MIDDLE & HIGHER SECONDARY DEPARTMENT

		Section	Periods (A)
i)	Classes VI to VIII	- X -	=
ii)	Classes IX to X	- X -	=
iii)	Classes XI to XII (Sc. Stream)	- X -	=
iv)	Classes XI to XII (Hum. Stream)	- X -	=
v)	Classes XI to XII (Com. Stream)	- X -	=
	Grand Total of Periods(A)		

ALLOCATION OF PERIODS	Periods (B)
1. Principal	11 x 1 =
2. Vice-Principal	22 x =
3. PGT (Language)	30 x =
(others)	33 x =
4. PETs	33 x =
5. Drawing	33 x =
6. Home Science	33 x =
7. SUPW	33 x =
8. Yoga	33 x =
Grand Total of Periods (B)	

Periods (A) minus Periods (B) = Periods (C)

Periods at 'C' are to be divided by 33 to find out the strength of TGTs.

PRT = Primary Teacher; TGT = Trained Graduate Teacher; PGT = Post-graduate Trained Teacher; PET = Physical Education Teacher ; SUPW = Socially Useful Productive Work.

3. NORMS FOR PRINCIPAL/VICE PRINCIPAL/PGT INCHARGE:

Up to Class IV	PGT Incharge
Up to Class VIII	Principal Gr.II
Class IX & above	Principal Gr.I

Note: In addition to Principal, a post of Vice-Principal, may also be given in schools upto class X if the enrolment is 1000 or above.

A post of Head Master will also be given for Primary Department in KVs

a) which have both Primary and Secondary Department and where the total enrolment is more than 700,

b) where the Primary classes are located in a separate building away from the main school or are functioning in a different shift. '(A Headmaster will, however, take only 16 periods in a week).'

4. NORMS FOR PHYSICAL EDUCATION TEACHER FOR MIDDLE & HIGHER SECONDARY DEPARTMENTS

	No. of PET	
* Upto 300	1	* Excluding enrolment in primary classes
301 to 600	2	
601 to 900 & above	3	

COMPARATIVE POSITION OF WORK LOAD OF TEACHERS

It is noteworthy that there is significant difference in the quantum of work load prescribed for teachers of schools of Manipur and those of Kendriya

Vidyalayas. The work load in Manipur is much less than that in KVs as would be evident from Table 2.5.

TABLE 2.5

WORK LOAD OF SCHOOL TEACHERS
(PERIODS PER WEEK)

	Manipur	Kendriya Vidyalayas
Teacher	28 periods	36 periods (Primary) 33 " (Sec/Hr.Sec)
Asstt. Headmaster/ Vice-Principal (High/Higher Sec.)	18 "	22 "
Headmaster/Principal High/Hr. Secondary	10 "	11 "

It may also be noted in this connection that whereas in KVs, the normal class size to be handled by a teacher is 45 students per class, the class size in Manipur generally is only 30 (20 for hills). Moreover, if actual enrolment and attendance of students is taken into account, the class size will be much less in a large number of schools in Manipur.

Further, a Vice-Principal/Asstt. Headmaster is not permissible in a Kendriya Vidyalaya if the enrolment in classes I to X is below 1000, whereas in Manipur High/Hr. Secondary Schools, there appears to be no such limit.

PROPOSED GUIDELINES FOR RATIONALISATION OF EXISTING SCHOOLS

Primary Schools

We propose that the rationalisation of the existing schools should be urgently taken up keeping in view the following :

i) Unserved areas to be identified on the basis of School Mapping

ii) Schools in close vicinity may be amalgamated if the student strength in each of them is much below the prescribed minimum enrolment for different classes

iii) In view of very small number of students in most of the L.P. schools, as also keeping in view the poor attendance and high drop-out rate at the end of classes IA, IB and II, all the L.P. Schools may not be upgraded enbloc as Primary Schools; instead, only such schools where actual attendance in class II is at least 25 in valley and 15 in hills may be upgraded in future on a selective basis.

iv) Schoolless habitations may be identified not just on the basis of distance of 1 km. or on the basis of total population in the habitation but also on the basis of the number of children of school going age (5 to 9). For this, an annual census of school going age population in each habitation should be conducted by each Primary school.

v) The habitation, where number of children of school going age is too small to justify a L.P. school, should be provided with a NFE centre.

Junior High Schools

For rationalisation of existing schools the following may be taken into consideration :

- school going age population (11-14 age group) in the area based on annual census
- Enrolment of students in each class
- Actual attendance of students in each class
- Level of physical facilities in the school
- Academic and other performance of the school in the past three to five years

Schools which have much less than the prescribed number of students actually attending (not just on rolls), in each class and those with poor facilities and very low academic standard may be phased out by amalgamation with nearby schools. The traditional criterion of distance of 3 km. or of having a junior high school for every 3 or 4 primary schools may be modified in the light of the above suggestion.

Where a junior high school is not justified on the above consideration, the students may be shifted to a nearby school, a hostel or a NFE Centre as the case may be.

High/Higher Secondary Schools

The schools which have much less than the prescribed minimum number of students attending in each class may be phased out. Also, the schools giving below 10% pass at the HSLC/Hr. Secondary examination consistently for last 3 years may be considered for merger with other nearby schools.

REVIEW OF STAFFING NORMS

It would be advisable to review the existing staffing norms for teachers in the light of the observations made above. While doing so, it may be kept in view that the norms are not based just on the number of classes/sections in a school but also on the workload (periods per week) of the teachers, clas size, teacher-pupil ratio in the school (stagewise), subjects to be taught etc. This would ensure optimum utilisation of teachers and would help to do away with the problem of surplus and shortage of teachers in schools. A proper information flow would be necessary to achieve the rationalisation of staffing.

SCHOOL MOTHERS/MATRONS:

During the Sixth-Plan period under the Centrally Sponsored Scheme about 120 posts of school Mother/Matron were created in the State and accordingly appointments were made. The State Government further created 300 posts and some appointments were also made against those posts. But the Centre in the meantime withdrew the scheme and accordingly the State Government cancelled the creation of the 300 posts in 1980. Since then the All Manipur Hill & Valley Elementary School Matron Association has been moving the Government for reviving the said posts. The Planning Commission (Education Division), Government of India has stated that "the subject matter under reference is primarily for the State Government to decide."

Recently the matter has been referred to the State Education Commission by the State Finance Minister for examination. The Commission understands that the School Mothers/Matrons are not treated as teaching staff members. Their main job is mainly to take physical/maternal care of the little children in the school. And, therefore, their services are not directly related to teaching as such.

The Government, may, if funds permit, consider the appointment of School Mothers/Matrons in Lower Primary

Schools where the enrolment as well as the attendance is high in view of relative degree of the problem that may be there due to substantial large number of children to be looked after by the school. There is no necessity of such appointment in schools where the enrolment as well as the attendance is poor. It is, therefore, suggested that School Mothers/Matrons (now called Attendant in West Bengal) may be appointed in Lower Primary Schools with minimum average enrolment of 30 in the valley and 20 in the hills in each class with at least average attendance of 75% .

LOCATION OF PLUS TWO STAGE :

In 1987, the Government, as a step towards following the national pattern of making the Plus Two Stage as a part of school system upgraded 19 high schools into higher secondary schools in addition to the 8 already in existence. It simultaneously delinked the Plus Two courses from almost all Government Colleges. This step was opposed by many sections of the society, particularly the students. One of the reasons of such an opposition was the upgrading of schools without provision of necessary infrastructure and other minimum essential facilities, besides the haphazard selection of the schools. As a result some of the newly upgraded higher secondary schools could not find any student in Plus Two classes, whereas the colleges having Plus Two classes, particularly the aided and unaided ones, were over crowded with students. Even now, thestudents prefer to go to colleges instead of schools. In 1991, 91.40% of the students of the Plus Two Stage appeared in the P.U. Examinations of the Manipur Universitry while only 8.60% appeared at the Higher Secondary Examination of the Manipur Board of Secondary Education.

Some good students, whose parents can afford, migrate to other States to pursue Plus Two courses there. But the major chunk of the students have to study in Manipur. Therefore, there has been a demand from all sections of the society for restoring Plus Two to colleges. The Commission also received representations for restoring Plus Two in colleges of Manipur. Keeping in view the demand, the Government from this academic session 1991-92 has restored Plus Two classes in many of the Government colleges.

Position in other States

As a matter of fact, though the national pattern is to have the Plus Two as a part of school system, for

practical considerations, there is no strict binding on the part of the States to follow the pattern as a rule. The National Policy on Education, 1968 observed as follows :

> "It will be advantageous to have a broadly uniform educational structure in all parts of the country. the ultimate objective should be to adopt the 10+2+3 pattern, the higher secondary stage of two years being located in schools, colleges or both according to local conditions."

Consequently, many States have continued to locate the Plus Two in both schools and colleges according to their local conditions. Table 2.6 shows the position in some States -

TABLE 2.6

LOCATION OF PLUS TWO STAGE IN SOME STATES

States	In Higher Secondary Schools with high school section	In Colleges with Degree Classes	In Junior Collges with only Plus Two Classes
Assam	Yes	Yes	-
Meghalaya	-	Yes	-
West Bengal	Yes	Yes	-
Orissa	Yes	Yes	-
Karnataka	Yes	Yes	Yes
Maharashtra	Yes	Yes	Yes

During the course of discussions with the authorities of the Government of Assam the Commission was told that there are Plus Two classes in all the colleges including Cotton College, the premier college of the North-East, and that the State is not going any more with the programme of upgrading the high schools

into higher secondary schools for some time, the reason being mainly the lack of infra-structure and other facilities in High/Higher Secondary Schools. In Orissa, it is learnt, there are only 6 higher secondary schools and there is no programme of any addition to such schools.

In Karnataka, the Plus Two stage of education is offered by different kinds of institutions. Out of about 1000 such institutions, there are about 300 institutions which are called independent junior colleges which do not have either a high school section or degree classes attached to them. It is also offered by higher secondary schools which are extensions of high schools. Junior Colleges are administered by the Directorate of Pre-University Education. The higher secondary schools are administered by the Directorate of Public Instruction (Secondary Education). The Plus Two stage of a degree college is under the Directorate of Pre-University Education. They have, however, a common examination conducted by the Pre-University Directorate for all the institutions imparting Plus Two education

In Maharashtra, Plus Two is attached to both Higher Secondary Schools and Degree Collges. They have Independent Junior Colleges also running Plus Two classes only.

Therefore, there does not appear to be anything wrong in attaching Plus Two courses to higher secondary schools as well as to colleges in Manipur. However, the All Manipur Government Higher Secondary Lecturers' Welfare Association while meeting the Commission has suggested for setting up of Junior Colleges in Manipur.

Examining Body for Plus Two Courses:

So far two examining bodies viz. the Manipur University and the Board of Secondary Education have been conducting examination for Plus Two courses separately with their own syllabi under two different nomenclatures - Pre-University and Higher Secondary.

From the current academic session 1991-92, the Government has introduced a common syllabus - the Board's syllabus for Plus Two courses. It has been decided by the Government that the Manipur University will no more conduct P.U. Examination after 1992. And, therefore, the present arrangement is that the Board will conduct examination of the unified Plus Two courses from 1993.

However, there is a strong opinion advocating setting up of a separate examining body for Plus Two courses. The All Manipur Government Higher Secondary Lecturers' Welfare Association has expressed the view that there should be a separate examining body for Plus Two courses as is the case in Assam, West Bengal, Orissa, Karnataka and many other States.

When the Commission visited some Colleges in Manipur, the teaching staff of these colleges strongly suggested for having a separate examining body for Plus Two courses. Many other lecturers of Government and private colleges and some educationists have also expressed the same view.

The main points in favour of such opinion are as follows -

(i) Plus Two stage is a very important terminal point at the end of class XII and, therefore, it requires special attention in respect of maintaining academic standard and smooth and timely conduct of examination and announcement of results. Students, after doing Plus Two have to sit in various competetitive examinations for Professional and other courses. A separate examining body to deal with this stage will better take care of these requirements.

(ii) As the Plus Two courses will continue to be attached to the colleges, including degree colleges, there is an imperative need to have a separate agency for this stage. As the Board of Secondary Education is meant for secondary education and its present set-up is in accordance with that, it may be more appropriate to have another agency to supervise, inspect, prescribe curriculum and donduct examinations for Plus Two, with reference to the status and needs of the colleges.

The position in this regard in some States is shown in Table 2.7 below -

TABLE 2.7

POSITION OF EXAMINING BODY FOR PLUS TWO IN SOME STATES

States	: Separate Body or not	: Name of Examination Body
Assam	: Separate Body	: Higher Secondary

	:	: Educational Council
West Bengal	: Separate Body	: Council of Higher Secondary Education
Orissa	: Separate Body	: Council of Higher Secondary Education
Karnataka	: Separate Body	: Directorate of Pre-University Education
Maharashtra	: No	: State Board of Secondary and Higher Secondary Education

Among some sections of the people there is some doubt whether a separate agency to deal with Plus Two stage will be economically viable in Manipur in view of small number of candidates at this stage. This doubt appears to be unfounded. When the Board of Secondary Education, Manipur conducted its first HSLC Examination in 1973 it had only 9,819 candidates. Some people had expressed the same view of economic viability at that time about the Board. But the Board has since been functioning as a viable body. Now, if a separate agency for Plus Two stage is set up and the first examination of it is conducted in a year or two, it will have around 20,000 candidates which is not a small number. This can be seen from the trend of number of candidates appearing in Plus Two examinations during the last 5 years.

TABLE 2.8

TREND OF NUMBER OF CANDIDATES AT PLUS TWO EXAMINATIONS IN MANIPUR
1987 - 1991

	P.U.	Hr. Secondary	Total
1987	16,303	694	16,997
1988	16,303	258	16,561
1989	14,343	1,258	15,601
1990	16,084	1,348	17,432
1991	17,058	1,577	18,635

The Commission feels that there is a need for setting up a separate agency to deal with the Plus Two stage. The agency may be called - Council for Higher Secondary Education.

The Commission also feels that there should be a State examination for the commercial and other vocational courses like type writing, stenography, secretarial practice etc. to maintain a certain minimum standard and the proposed agency for Plus Two stage may be entrusted with the work.

The proposed agency may also be given the task of conducting the examination of J.B.T. course of the DIET so that proper standards of the Examination are maintained.

CHAPTER 3

INSPECTION AND MONITORING

MANAGEMENT OF EDUCATION

Efficiency and effectiveness of the school education system depend upon various factors such as for how many days schools are actually functioning as against the prescribed working days in a year; what is the extent of teacher absenteeism in schools; to what extent the teachers are punctual and regular in their attendance; do they come prepared to teach the lessons they are supposed to teach; to what extent they sincerely correct the home and class assignments of the students; whether the courses are completed as per schedule; what is the nature of performance of the students at the examinations; are the available resources - physical,human and financial - properly utilised; and whether various co-curricular and extra-curricular activities are undertaken in the schools for all-round development of the personality of the students. If the answer to these and similar other questions is either negative or unsatisfactory, it is obvious that the education system will be unsuitable; standards of education will be low; there will be wastage of resources; the product of the education system will be misfits; and there will be considerable frustration amongst the parents, students and the community.

The National Policy on Education (1986) observed that "education needs to be managed in an atmosphere of utmost intellectual vigour, seriousness of purpose and, at the same time, of freedom essential for innovation and creativity.While far reaching changes will have to be introduced in the quality and range of education, the process of introducing discipline into the system will have to be started, here and now, in what exists."

Inspection and monitoring system plays an important role in effective management of education and introducing proper discipline into the education system. If the Inspection and monitoring system is lax, there will be resultant negligence in duty, attendance and punctuality will not be taken seriously by the employees, there will be wide gap between what is expected by the Government and what is actually delivered by the employees, the organisational climate will get vitiated, and there may be a situation of utter chaos and confusion where the system may not work at all.

PRESENT SITUATION

The visit of the Commission to various schools in the valley as well as in the Hills in different districts of Manipur, the interaction it has had with groups of headmasters in the Headmasters Conferences held in the districts of Tamenglong, Ukhrul, Kangpokpi, Imphal, etc., the responses it has received to the questionnaire that was issued by the Commission to elicit views from teacher organisations, educational administrators, community leaders, etc. and the discussions it has had with some distinguished people - both serving and retired, show beyond doubt that the existing system of school inspection and monitoring in the State is not effective.

The All-Manipur Elementary Teachers Association (AMESTA) in their response to the Commission's questionnaire has stated that "the present system of inspection is quite unsatisfactory. The inspecting authorities are getting their salaries without having any inspection work worth mentioning. They are always trying to avoid complaints from the schools."

The All-Manipur Aided Elementary School Teachers Association (AMAESTA) has stated that "the present system of inspection and monitoring is lethargic and ineffective."

The All-Manipur Government Junior High School Head-masters Association has said that "there is need to revamp the inspection system."

Wherever the Commission has gone, it has been mentioned by the headmasters and others unreservedly that the teachers generally have been irregular in their attendance. In hill districts particularly a large percentage of teachers reach their schools late and leave well before the closing time of the school every day. Courses are neither completed on time nor properly. Teaching is done in a casual manner with the result that there is large incidence of failure in High School and Higher Secondary Examinations of the Manipur Secondary Education Board. The state of Government schools is so disappointing that there are several schools in different districts where none of the students who appeared at the Board's High School examination last year was successful. We have been informed, for example, that out of 96 students who appeared at the H.S.L.C. Examination, 1990 from the Government Higher Secondary School Kangpokpi, Sadar Hill district, only 4 could pass. In that very District, at Kanglatombi Hindi High School out of 41

students, only 2 passed at H.S.L.C. Examination,1990. At Government High School, Keithelmanbi in the same district, none of the 32 students who appeared could pass. At Thanlon (Churachandpur District) out of 28 students who appeared, only 5 passed. 16 out of 32 High Schools in Ukhrul District gave zero percent result at H.S.L.C. Examination, 1990. The story is not much different in some other districts. This has happened despite the fact that in several such schools the teaching staff is generally in surplus of their needs. In one of the High Schools in Kangpokpi Sadar district, where the H.S.L.C. result in 1990 was zero percent, there were more than 30 teachers for only about 95 students on rolls in the school from class VI to X. Can an Inspectorate remain only a silent spectator to all this ?

DEFICIENCIES

The Commission received 29 responses to its questionnaire on the subject. As will be seen from Table 3.1, the respondents are wide ranging. They include some senior serving officers of the Education Department, some field level officers of the School Education Directorate, a few heads of schools, and a few retired officers of the Education Department. The respondents also include a journalist and a community leader who is an ex-M.L.A. Besides, there was a very encouraging response from different Teacher organisations. As many as twelve Associations of Teachers of Manipur including the Association of Headmasters responded.

TABLE 3.1

PROFILE OF RESPONDENTS TO THE QUESTIONNAIRE

All Manipur Teachers Associations, Headmasters Association, etc.	12
Senior Officers of Education Department	2
Field level officers	3
Heads of Schools	6
Retired officers of Education Department	4
Community leader	1
Journalist	1
	29

The deficiencies in the present Inspection System, as perceived by the various respondents, are analysed and presented in Table 3.2. The importance that the respondents attach to different deficiencies is also indicated by way of Rank order. The first five most important deficiencies, according to the respondents,are marked by a square.

TABLE 3.2

INSPECTION SYSTEM IN MANIPUR

DEFICIENCIES

(as perceived by the respondents to the Questionnaire)

	Nature of deficiencies	Rank Order *
1.	Inspector has very limited powers - administrative and financial; no say in transfers/promotions; can't punish erring teachers	[4]
2.	No follow up of Inspection Reports	6
3.	Inspection note does not have any effect on teachers' ACRs, increments, EB, etc.	7
4.	Inspectors are not in touch with schools ; they are pre-occupied with office routine	[2]
5.	Inadequate number of Inspecting officers	[1]
6.	Lack of official vehicle/lack of funds for TA/DA to Inspecting staff	[5]
7.	Inspectors cannot redress the grievances of schools and the staff	12
8.	Delinquent teachers are protected by politicians and higher ups/too much interference by higher authorities	9
9.	Lack of academic guidance by Inspecting staff to teachers/lack of latest knowledge regarding educational developments	[3]

10.	Inspectors have rigid bureaucratic approach	8
11.	Inspections are routine and perfunctory	10
12.	Frequent transfers of Inspecting staff	11

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* As per the order of importance indicated by the respondents.

N.B. First five deficiencies in order of their given importance are shown by a Square [ ] .

It will be observed from Table 3.2 that the respondents feel that the lack of adequate number of Inspecting Officers is the biggest factor for ineffective inspection system in Manipur. The second most important reason for its ineffectiveness is that inspectors are not in touch with the schools; they are pre-occupied with the office routine and mostly remain confined to their office. They are thus not familiar with the real situation on the ground. Lack of competence on the part of inspecting staff is stated to be the third most important weakness of the existing system. They are not capable of giving academic guidance to teachers. They also lack latest knowledge regarding educational developments.

LACK OF POWERS

The Inspectors do not have adequate powers - both administrative and financial. This is considered to be a very important reason for poor supervision and monitoring. Inspectors have no say in appointments, transfers and promotions of teachers. Their remarks in the annual confidential reports about teachers do not have any bearing on the promotion or otherwise of the teachers. They can't even give minor punishment to the teachers who are irregulàr in their attendance or are habitual late-comers. No action can also be taken against those whose performance is much below the desired level. Even if some action is contemplated or initiated against a teacher, it is stated that such a teacher often gets protection from the politicians and escapes any punishment or disciplinary action against him/her. This, in effect, demoralises the inspecting staff and prevents them from taking any action against the delinquent teachers.

It is not only the lack of administrative powers but also the absence of adequate financial powers which results in poor Inspection System in the State. According to the Director of School Education, the Inspecting staff does not have powers to sanction or provide minimum essential furniture for the schools. They can't even sanction funds for minor repairs or improvements in the schools under their charge. This, indeed, is a serious handicap to the Inspecting staff.

The D.I.s and A.I.s do not have any official vehicle to visit/inspect the schools. The conveyance allowance paid to them by way of a lump sum is not adequate.

There are several other weaknesses of the existing system as shown in Table 3.2. All of them are quite important although they may not come in the category of first five most important ones.

STRUCTURE OF THE INSPECTORATE

The existing structure of the Inspectorate is shown in Figure 3.1.

STAFF OF A D.E.O.'S OFFICE

The strength of the inspecting and supporting staff of a DEO or IOS office varies from place to place depending upon the number of schools and span of control. The position of a D.E.O.'s office which we visited in one of the Hill Districts is given below by way of illustration :

TABLE 3.3.

STAFF STRENGTH OF A D.E.O.'S OFFICE
(in one of the Hill Districts)

Nature of Post	No. of Posts
D.E.O.	1
D.I.	2
A.I.	6*
Supervisor N.F.E.	1
District Science Supervisor	1
Assistant D.S.S.	1*

Accountant	1
U.D.C.s/L.D.C.s	5
Grade IV	4

---

* Out of six, one post is vacant

** Post is unfilled since 1982

N.B. One of the two D.I.s posts is designated as D.I.(D.D.O.) and the other as D.I.(Adm.).

TABLE 3.4

SOME BASIC DATA OF THE HILL DISTRICT REFERRED TO IN TABLE 3.3.

Population		88,898
Number of villages		501
Number of Schools		
Government		
Higher Secondary	1	
High Schools	4	
Junior High Schools	30	35
Aided		
High Schools	2	
Junior High Schools	5	
Junior Basic	2	
Aided J.B.	18	
Aided L.P.	39	
One-teacher schools	32	98
Number of Colleges		
Government College	1	
Recognised College	1	

Source: Information was furnished by the concerned D.E.O.'s office.

N.B. There are also 8 unaided recognised High Schools and 3 unaided recognised Junior Schools besides 159 L.P. and Primary Schools managed by the Autonomous Hill District Council.

It may be interesting to note that in the aforesaid Hill District out of the two D.I.s, one is designated as D.D.O.(Drawing and Disbursing Officer) and another as D.I. in charge of Administration and Correspondence. Thus both the D.I.s are mostly confined to their offices. The 5 A.I.s are assigned the field duties of inspection. As 3 of the A.I.s are women, they have been assigned inspections of schools in the close neighbourhood of the D.E.O.'s office particularly the schools situated on the main road. The distant schools are given to the other 2 A.I.s who are males. The D.E.O. who joined only a few months back, has asked for one more D.I.'s post to be sanctioned for the District. There are already 9 posts of inspecting officers including that of D.E.O. for supervising the Government and aided schools (total 133 schools) i.e. @ 1:15.

INSPECTORATE FOR DISTRICT COUNCIL SCHOOLS

Each Autonomous District Council has a separate Inspectorate for inspecting the schools under it. By way of illustration, the structure of the Inspectorate in the Education Office of one of the District Councils is given below :-

TABLE 3.5

SCHOOL INSPECTORATE OF AN AUTONOMOUS DISTRICT COUNCIL OF A HILL DISTRICT

Inspecting Officers	
D.I.	Vacant
A.I.s	7 (3 officiating 4 utilised)
Number of Schools	
Lower Primary	2
Primary	128
Pupil enrolment	
IA to V	3,647
Number of Teachers	
Lower Primary IA to II	8
Primary IA to V	396

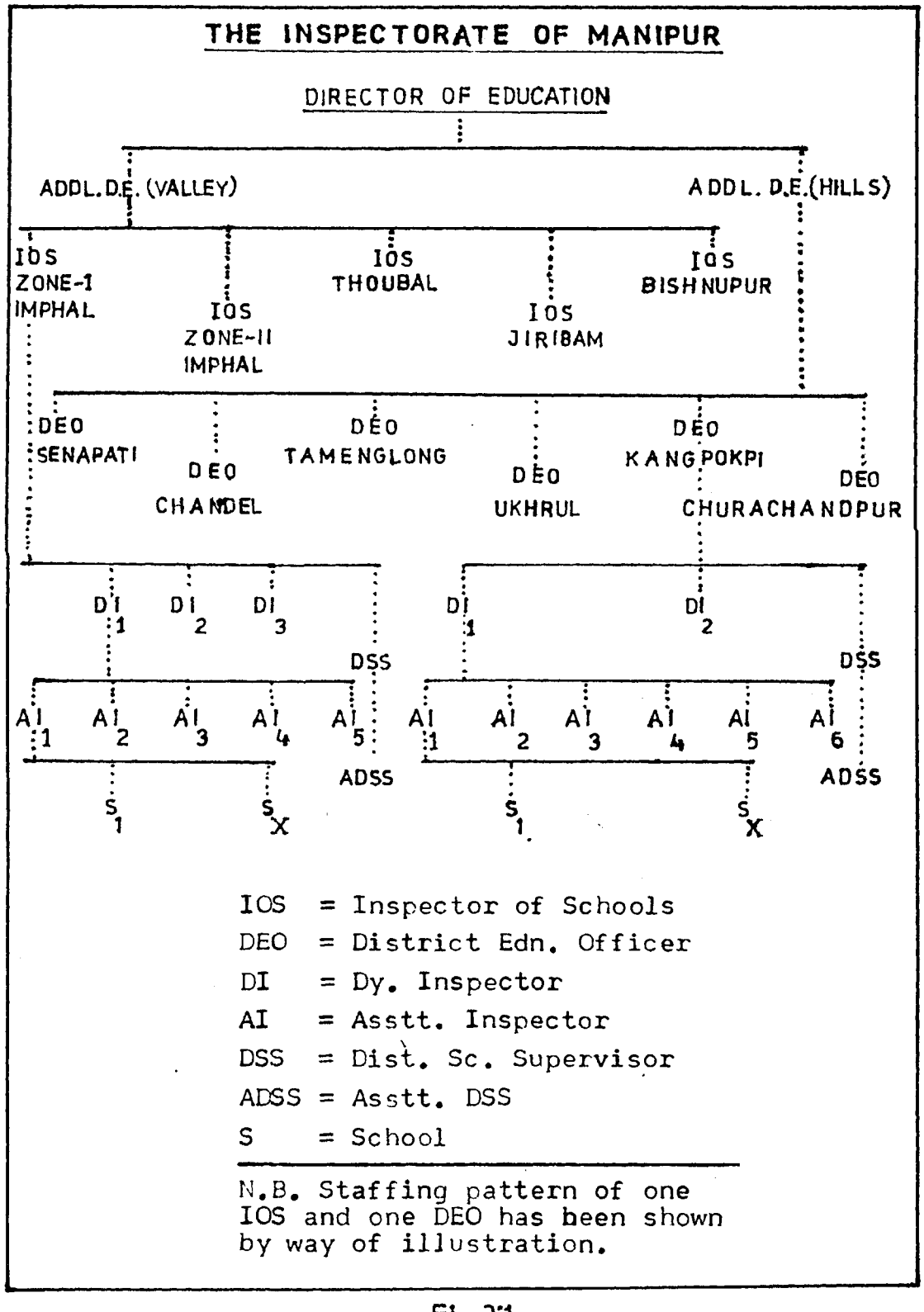
THE INSPECTORATE OF MANIPUR
DIRECTOR OF EDUCATION
ADDL.D.E.(VALLEY)
ADDL. D.E.(HILLS)
IOS ZONE-I IMPHAL
IOS ZONE-II IMPHAL
IOS THOUBAL
IOS JIRIBAM
IOS BISHNUPUR
DEO SENAPATI
DEO CHANDEL
DEO TAMENGLONG
DEO UKHRUL
DEO KANGPOKPI
DEO CHURACHANDPUR
DI 1
DI 2
DI 3
DSS
AI 1
AI 2
AI 3
AI 4
AI 5
ADSS
S 1
S X
DI 1
DI 2
DSS
AI 1
AI 2
AI 3
AI 4
AI 5
AI 6
ADSS
S 1
S X
IOS = Inspector of Schools
DEO = District Edn. Officer
DI = Dy. Inspector
AI = Asstt. Inspector
DSS = Dist. Sc. Supervisor
ADSS = Asstt. DSS
S = School
N.B. Staffing pattern of one IOS and one DEO has been shown by way of illustration.

Fig.3.1

The District Council Inspectorate generally does not have a D.E.O. But it has one or two D.I.s.

It will be observed from Table 3.5 that in this District Council which we visited, there is neither any officer of the rank of D.E.O. nor a D.I. All inspection and supervision work is done by 7 A.I.s, 3 of whom are officiating and 4 are working on utilisation basis. There are, in effect, however, 8 inspecting officers for 130 Primary schools i.e. at the rate of about 16 primary schools per inspector (1:16).

We have already pointed out in our Report-1 that inspection and supervision in District Council schools leaves much to be desired. The irregularity of attendance and absenteeism among teachers is reported to be an alarming matter. There is generally wide gap between the number of students enrolled and the number of students actually attending. The drop-out rate is high. The standard of education is low. As these schools serve as feeder schools to the Junior High/High Schools, they affect seriously the quality of Junior High and High School education. There are L.P. and Primary Schools which remain uninspected for long. If they are inspected, the inspection is routine and purfunctory without any worthwhile follow up.

In a L.P. School which we visited in Tamenglong district, we noted that out of 4 teachers on roll, only 2 were present. The other two were absent for last 3 weeks or so without any application on record in the school. The system of marking attendance of teachers in the attendance register was faulty as only a dot was put against the teacher on each day the teacher was absent. The dots were not converted into 'A' (Absent) or 'X' (Not present) even after 3 weeks absence of the teachers. The same practice was followed for student attendance also. There were actually only 7 students present on the day of our visit. We were informed that the school had not been inspected for last 2 to 3 years.

In a separate communication to the Commission, the District Council Office, Tamenglong has intimated that they are short of 504 teachers and have requested the Government for creation of these additional posts. This is, however, a matter which may require a careful consideration by the Government keeping in view the total number of schools, number of pupils enrolled and actually attending, existing number of teachers and the presence of surplus teachers in some schools. In any case, it is doubtful if the creation of additioal posts of teachers would necessarily result in improvement of

standard of education in the schools unless there is better supervision and monitoring of the schools.

FUNCTIONS OF THE INSPECTING STAFF

According to the Manipur Education Code (1982), the Government has laid down the following functions for the Inspecting staff:

i) To help and guide the school staff in cooperation with the heads of the schools, in planning, organising and carrying out a systematic and balanced school programme;

ii) To assess the adequacy, efficiency and effectiveness of the work of the staff and of the total school programme in all its aspects - instructional and extra-curricular, with a view to stimulating improvement;

iii) To raise standards through better techniques;

iv) To promote initiative and experimentation in schools and help in their dissemination;

v) To prepare and implement plans of educational development in their respective jurisdiction;

vi) To provide link between the Department, the teachers, managements, parents and community;

vii) To ensure observance of rules and proper utilisation of funds;

viii) To do administration work including departmental enquiries.

NORMS FOR INSPECTION

According to the said Code, each Inspecting Officer is expected to _

- carry out full inspection (2 days) of each school in his/her jurisdiction at least once a year.

- pay visits including surprise visits to the schools to know the work of the teachers and progress of the school programmes.

In the case of large High/Hr. Sec. School, full inspection is to be conducted by a team of experts under the Chairmanship of IOS/DEO.

About the numnber of schools to be inspected, the Code states that at least 50 schools should be inspected every year by an Inspecting officer including some of the lower category for which a subordinate officer is directly responsible.

The Code also specifies the nature of schools to be inspected by each inspector :-

Table 3.6

KINDS OF SCHOOLS TO BE INSPECTED
BY AN INSPECTING OFFICER

Officer		Schools to be inspected
IOS/DEO	-	Higher Secondary and High Schools.
D.I.	-	Junior High Schools
A.I.	-	Primary Schools.

According to a recent circular (January 1991) issued by the Directorate of School Education, all the Assistant Inspectors of Schools (A.I.s) should inspect each of the schools under their respective jurisdiction once in a week so that they may inspect each of these schools 4 times in a month.

In one of the Zones which we visited in the valley, there were 10 AIs with 319 Govt. L.P. and Primary Schools and 46 Govt. - aided L.P. and Primary Schools - total 365 schools under their charge. This meant on an average 36 schools per A.I. to be inspected every week according to the aforesaid revised norm. In other words, an A.I. is expected to visit in the Zone nearly 6 schools every day besides attending to some other duties !

A comparative position of the number of schools under each Inspecting officer in some of the States and in Manipur is given in Table 3.7.

TABLE 3.7

COMPARATIVE POSITION OF SOME STATES
NUMBER OF SCHOOLS SUPERVISED BY AN INSPECTING OFFICER

State	Category of Officer	Average number of schools supervised
Andhra	DEO	45

	Dy. DEO		45
	Jr. Dy. IOS		30
Haryana	DEO		40
	Sub-Dvl. EO		67
	Block EO		50
Tamil Nadu	DEO		45
	Dy.IOS		65
	Jr.Dy. IOS		65
U.P.	Dist. IOS		82
	Dist. IOS (Girls)		36
	Addl. Basic Shiksha Adhikari		163
	Sub-Dy. IOS	Plains	60
		Hills	40
	A.I. (Girls)		51
Manipur	DEO/IOS	Valley	45
		Hills	25
	Dy.IOS	Valley	22
		Hills	18
	Asstt. IOS	Valley	36
		Hills	18
		District Council	16

Source : School Inspection System : A modern Approach by R.P. Singhal et al, NIEPA; Vikas (1986) and data collected from some offices of IOS/DEO, Manipur.

The frequency with which schools have to be inspected in different States is indicated in Table 3.8.

TABLE 3.8

FREQUENCY OF INSPECTIONS
(as prescribed in different states)

State	Nature and frequency of Inspection
Haryana	- One annual inspection of each school
	- Compulsory follow-up visit

	-	At least one surprise visit to each school in a year
Tamil Nadu	-	One annual inspection (Primary School - one day; Secondary School - 2 to 3 days)
	-	Minimum 3 surprise visits to each school in a year.
Andhra Pradesh	-	One annual inspection of each school (1 to 4 days)
	-	Minimum 3 visits to each school in a year
U.P.	-	Intermediate/High Schools at least once in 2 years
	-	Middle/Primary schools at least twice a year with minimum interval of 3 months
Manipur	-	Full inspection (2 days) of each school at least once a year
	-	Visits once a week to each Junior High/ Primary School.

Source : School Inspection System : A Modern Approach by R.P. Singhal et al, NIEPA, Vikas (1986); Manipur Education Code (1982) and DE(S) Circular dated 4.1.91.

The West Bengal Government has laid down the number of schools to be inspected by each inspecting officer every month as indicated in Table 3.9.

TABLE 3.9

SCHOOLS TO BE INSPECTED EACH MONTH IN WEST BENGAL

Category of Inspecting officer		Number of schools to be inspected
District Inspector/Addl. District Inspector of Schools (P.E.).	:	Atleast 10 schools per month spread over in five different blocks/ urban areas.

District Inspector/Addl. D.I. of Schools (Secondary)	:	Atleast 6 schools per month spread over in three different blocks/urban areas.
Asstt. Inspector of Schools (Primary)	:	Atleast 10 schools per month spread over in five different blocks/ urban areas.
Asstt. Inspector of Schools (Secondary)	:	Atleast 8 schools per month spread over in four different blocks/ urban areas.
Sub-Inspector of Schools (Primary)	:	Atleast 10 schools per month spread over in five different Gram Panchayats. (In case of Urban area same number of schools in same number of different wards)
Sub-Inspector of Schools (Secondary)	:	Atleast 14 schools (Junior High) per month spread over in seven different Gram Panchayats. (In case of Urban area same number of schools in same number of different wards).

Source : Directorate of School Education, West Bengal.

It may be mentioned that the instructions on the lines indicated in Table 3.9 were issued by the West Bengal Government in 1989 because it was reported from various quarters that the schools from Primary to Higher Secondary were not being inspected by the inspecting staff. This was a very unhappy situation according to the Directorate of School Education. There was a fall in the standard of teaching in most of the schools much to the detriment of the interests of the student community. Earlier, minimum number of inspections was fixed at 4 per month per team. That

instruction was not being followed and the schools were going without inspection. Hence the new directions were issued. It is not known to what extent the new instructions which are more demanding than the previous ones are being actually followed.

INSPECTION REPORT AND FOLLOW-UP

The Manipur Education Code lays down as follows regarding the Inspection Report:

> "The inspection report on a school should be based on a thorough assessment of the total programme of the school. The weaknesses disclosed should be pointed out with condour and be balanced by concrete and constructive suggestions for their removal. The points of strength should be carefully evaluated and described to enable others to derive benefit from them. Work of merit should be given the commendation due to it and negligence, dereliction of responsibility and imcompetence should be marked out. It is particularly important that hurried and routine inspection of a succession of classes followed by a stereotype report should be scrupulously avoided. An inspecting officer must give a school as much time as a just assessment of its programme and the nature of its difficulties require."

> "The inspection report shall be prepared in the final form within a fortnight of the conclusion of the inspection and copies of the same shall have to be sent to (i) the Director, (ii) the Controlling Officer if the Director is not the controlling Officer of the Inspecting Officer, and (iii) the School concerned. A copy of each inspection report prepared by the Director of Education shall have to be sent to the Secretary (Edn.)."

It may be mentioned that the Code is silent on the nature of follow-up of the Inspection Reports.

MODERNISATION AND STRENGTHENING OF SUPERVISION

Supervision is a means of improving performance and efficiency of the education system. If there is lack of proper administrative efficiency and if the academic standards are not up to the mark, the major responsibility would fall on the mechanism and process of supervision.

The existing system of educational supervision in Manipur requires complete overhauling. It is not only the question of regulating and monitoring the presence of teachers in the schools, there are many other aspects of supervision which need to be given proper attention if the quality and efficiency of education system are to be improved.

It may be recalled that we have already made the following recommendations in our Report-1 in so far as they relate to inspection and supervision:

i) The 'Inspector of Schools' should be designated as 'Zonal Education Officer' as the former nomenclature not only symbolises the past colonialism but also does not truly reflect the role a supervisory officer is expected to play to-day. Consequently the D.I. and A.I. should also be designated as Dy. Zonal Education Officer/Dy. District Education Officer and Asstt. Zonal Education Officer/Asstt. District Education Officer respectively.

ii) The DEO/IOS should have the powers to inspect and supervise all the schools including Higher Secondary schools in his jurisdiction which is not feasible at present as the status of DEO/IOS and Principal of a Higher Secondary School has been at par so far.

iii) The IOS/DEO should be given powers to effect transfer of teachers and other staff within the Zone/district so that there is proper rationalisation of posting of teachers in different schools according to their needs on a regular basis.

iv) Each sub-division in Hills may be provided with a D.I. with powers of Drawing and Disbursing officer (DDO) so that the teachers do not have to spend several days to collect their salary each month from the DEO's office and thus prevent loss of studies by the students. As the proposed DI would take away a large burden of the existing DI(DDO) in the District H.Qs, the latter should devote more time on Inspection than on financial administration.

v) Recruitment Rules for the Inspecting Staff may be revised by upgrading the qualifications required for recruitment and providing for a

certain percentage of posts at different levels through direct recruitment.

vi) An Educational Management Information System should be created at the headquarters as well as at the district level to serve as a strong data base for planning, monitoring and administration.

SUGGESTIONS BY THE RESPONDENTS

Whereas the above recommendations were made by the Commission while considering the various other aspects of educational development in Manipur, the Commission has received some suggestions in so far as the improvement of Inspection and Monitoring System is concerned. These suggestions have been analysed and are given in Table 3.10. The first five suggestions in order of their importance, as perceived by the respondents, are marked by a square.

TABLE 3.10

SUGGESTIONS FOR IMPROVEMENT
(as given by the respondents to the Questionnaire)

		Rank Order*
1.	More funds should be allotted for Inspection/Supervision	[2]
2.	IOS/DEO should be sanctioning and appointing authority in the Zone/ District	14
3.	Immediate decisions should be taken on Inspection Reports	[4]
4.	Reward and Punishment should be introduced	15
5.	There should be frequent inspections to check defaulting teachers/more of surprise visits	[1]
6.	Inspectors should have say in promotion, transfer of teachers	7
7.	Appointment of adequate Inspectors: one Inspector should not be assigned a large number of schools	[5]

8.	There should be a Monitoring Cell in the Directorate for follow-up of Inspection Reports	10
9.	Special orientation courses should be organised for Inspectors	13
10.	Provision of vehicle or TA/DA to Inspecting staff	9
11.	Inspecting staff should be more friendly with schools/teachers	6
12.	Better qualified Inspecting staff should be appointed and RRs should be amended	3
13.	Decentralisation of Inspection machinery - Monitoring and Inspecting units should be set up in each block and sub-divisional Head-quarters	11
14.	More time should be spent on Inspection and Supervision and Inspecting staff should be relieved of non-academic duties	12
15.	Inspection should be done by panel of subject specialists	8

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* As per the order of importance indicated by the respondents.

N.B. First five suggestions in order of their given importance are shown by a square [ ] .

RATIONALISATION OF INSPECTION NORMS

The Commission feels that the existing norms of inspection are being followed more in breach than in observance. In some of the Districts/Zones it visited, there is hardly any system of full annual inspection of two days duration as required by the Code. There is practically no inspection by a team of subject specialists. The actual inspections are few and far between. There appears to be little monitoring of the inspection work of the Inspecting staff. The follow-up of whatever inspections are done is rather poor. There is a feeling of helplessness on the part of inspecting officers. The requirement of every school to be inspected by the respective Inspecting Officer once in

a week (four times in a month) as per the latest circular of the Directorate (January 1991) is neither feasible nor is it actually implemented. In hilly, rural areas, long distances and lack of transport would be a serious handicap for the DIs and AIs to inspect the schools so frequently. Even in the valley, it means about 6 to 7 schools to be inspected each day by every D.I. and A.I. even if only Government and aided schools are taken into account and the unaided private recognised schools are excluded from their purview for this purpose. This does not appear to be at all practicable.

Whereas the respondents to the Commission's questionnaire have given top most priority to having more frequent inspections of schools particularly by way of surprise visits, understandably to ensure regularity and punctuality etc. of the teachers in their schools, it is feared that two many frequent visits to a school may not necessarily improve the situation. It may be more effective to have only a few surprise visits provided strict action is taken against those found absent without proper authorisation during those few surprise visits. Increasing the frequency of inspections cannot be a substitute for inaction against the defaulting employees.

The All-Manipur Government Junior High School Headmasters Association has suggested that for effective functioning of the schools -

- A.I. should inspect each Primary School once every month
- D.I. should inspect each Junior High School once every two months
- IOS/DEO should inspect each High School once every three months.

The Association has also suggested that the inspection could be more frequent wherever necessary.

The IOS Zone II has formulated his own norm for inspections by him and his staff as follows :

- A.I. should be on inspection duty for 15 days in a month
- D.I. should be on inspection duty for 10 days in a month
- I.O.S. should be on inspection duty for 5 days in a month.

It is, however, observed that even the above norms have been difficult for the Inspecting staff to follow.

The position regarding frequency of inspections in some other States has been given in Table 3.8 in this Chapter.

PROPOSED NORMS

We think that the existing norms of inspection laid down by the Government of Manipur need to be rationalised. The following proposals are made :

1) All schools need not be treated uniformly in the matter of inspection and supervision. Whereas the schools which are giving poor performance or are new or about which there are frequent complaints may be inspected more number of times, the schools which are good, are giving good results at the Board examinations, and in respect of which there are no complaints may not be inspected frequently. This will help to optimise the use of available strength of the inspecting staff and will enable them to devote more time on developmental and other activities for academic improvement.

2) All Schools may be classified into three categories - say, A, B and C i.e. Good, Average and Below average on the basis of the Guidelines which may be developed by the SCERT in consultation with the Directorate of Education (Schools) and some headmasters. Help of NIEPA may be sought if necessary.

   Inspection norms for each of the above three categories of schools may be as suggested in Table 3.11.

TABLE 3.11

PROPOSED NATURE AND FREQUENCY OF INSPECTIONS

Category of Schools	Full Inspection	Other Inspections including surprise visits.
Category 'A'	Once in 2 years	Once in a year
Category 'B'	Once in a year	Twice in a year

Category 'C'	once in a year	Four times in a year

3) Full inspection of a Higher Sec/High School should be done by a team of 5 persons one of whom should be a senior educational administrator/senior retired officer of the education department (preferably from the district/zone other than that in which inspection is being held). Three members should be subject experts concerning some of the major subjects taught in the school. The DEO/IOS should serve as Member - Secretary of the team ex-officio.

4) Full inspection of a Junior High School should be done by a team consisting of 3 persons - two of whom should be Headmasters of High/Higher Secondary schools belonging to Category 'A'. The DEO/IOS may serve as Chairman of the Committee.

5) Full inspection of a Primary School should be conducted by a team consisting of three persons. One of the D.Is of the District/Zone may serve as Chairman of the Inspection team. The other two persons may be - one Headmaster of a High School and another Headmaster of a Junior High School - both from Category 'A'.

6) Other inspections/surprise inspections may be done only by the Inspecting officer concerned. In the case of problematic schools, two inspecting officers may visit the school in a team, if considered necessary.

DELEGATION OF POWERS

The following powers need to be given urgently to the DEO/IOS so as to enable him/her to function effectively :

a) Administrative powers :

i) Transfer of teachers within the district/zone so that the posting of teachers is rationalised according to the needs of the schools.

ii) Appointment of teachers for 3 months or more, on a purely temporary basis against leave or temporary vacancy, from out of the

Reserve Panel (districtwise) drawn up by the Education Department as a result of competitive test/interviews.

iii) Minor punishments including censure, suspension, temporary stoppage of pay, instituting disciplinary proceedings, etc. An appeal against the Orders of DEO/IOS may be submitted by the aggrieved teacher within 2 months, before the Additional D.E. concerned.

b) Financial powers

i) Sanctioning minor repairs of school furniture and buildings upto Rs. 1,000/- for a Primary school, Rs. 1,500 for a Junior High School and Rs. 2,000 for a High/Higher Secondary School in a year.

ii) Sanctioning purchase of small items such as chalks, duster and stationery for use in schools in the absence of supplies from the Directorate.

NEW EVALUATION TECHNIQUES

The traditional method of inspection and supervision by the Inspecting officer is not sufficient in the present circumstances when the school education has expanded manifold and there are schools spread over rural, remote, hilly, distant areas throughout the State. New techniques of school evaluation have, therefore, to be employed in order to meet the new demands.

i) Local supervision and monitoring:

In the case of particularly those schools which are situated in remote, not easily accessible areas, and in the case of those schools where there are complaints of teacher absenteeism or late arrival/early departure of teachers in the school, or of poor academic results, it may be advisable for the sake of closer supervision and monitoring, to set up local School Management Committee (SMC) for each school. The SMC may be authorised to -

- monitor the attendance of the teachers and other employees of the school

- recommend to the DEO/IOS disciplinary action against defaulting teachers/employees

- review and monitor the annual institutional plan prepared by the school for academic improvement

- mobilise community help for school's infrastructural facilities and other activities

- receive the Inspection Committee/Inspecting officer and afford it/him/her all facilities in the matter of inspection of the school.

The SMC which may consist of 3 to 5 influential persons from the local community including one or two parents, should really serve as a Committee to oversee the day to day administration of the school with a view to improve the functioning of the school both administratively and academically. Whereas the Committee may not be expected to advise on what or how to teach, it may ensure whether what has been prescribed by the Directorate or what has been planned by the school at the beginning of the academic year is being implemented as per schedule. If not, the Committee may bring the matter to the notice of the DEO/IOS who should take immediate appropriate action including a visit to the school by the concerned inspecting officer.

The normal tenure of the SMC may be of two years. A member of the SMC or the whole of SMC may be replaced by the DEO/IOS if considered necessary, even before the expiry of the tenure.

Similar arrangements should be made for schools under the District Councils.

ii) School self-evaluation:

Apart from regular or surprise inspection by an inspection team or an inspecting Officer, which is part of external evaluation of the school, each school, whether Government, aided or unaided should evaluate itself. Accountability starts with responsibility to the self. In order that the schools improve their efficiency, they must undertake a regular periodical evaluation of themselves. School self-evaluation is a school improvement device through systematic diagnosis of the school functioning by the school personnel, for development purposes.

This is a modern strategy which is being proposed not only because the external evaluation of a school has its own weaknesses as it cannot look into all the aspects of the school during the short visit of the

Inspecting team/inspecting officer over a period of time, but also because the evaluation has to be a continuous process and no one else can be a better judge of its strengths and weaknesses than the school itself if the purpose of the evaluation is to analyse the school's own needs, problems and difficulties and to plan for the remedial action and programmes for improvement.

Whereas, external evaluation of a school is in the nature of a 'summative' evaluation, the school self-evaluation is in the nature of a 'formative' evaluation.

The school-self-evaluation is participative in character. All the teachers of the school participate in it. It is not an evaluation by the headmaster of the school alone. But it is based on an objective tool of evaluation which takes into account the different aspects of the school such as maintenance and utilisation of school facilities, student enrolment and attendance, academic programmes, student evaluation, co-curricular and extra-curricular activities, teachers attendance and rugularity, teacher preparedness, teachers professional growth, relations of the school with the society, community involvement, follow-up of the external evaluation report, financial management, etc.

The evaluation is done on the basis of input-process-output. That is, the evaluation is done not with reference to outputs alone but also with reference to the nature of inputs available and the processes adopted. The various items in the evaluation tool can be evaluated on a three or five point scale. This can help the school to identify its weaknesses and chalk out the remedial action. In this way it can also grade itself on a 5 point scale - Grade 1 being the highest and grade 5 being the lowest. In chalking out its programmes the effort of the school should be to move gradually to a grade higher than in which it may be at present.

School self evaluation is being practised successfully in several countries. In India, a beginning has been made, on an experimental basis in Maharashtra, Delhi, U.P. and Madhya Pradesh in some of the schools. It has been done with the help of the State SCERTs and the training provided by NIEPA (National Institute of Educational Planning and Administrative).

It may be advisable for the SCERT of Manipur to develop school-self-evaluation tools for Primary, Junior High/High and Higher Secondary schools. The Scheme may be introduced first in High/Higher Secondary Schools - particularly those which may be classified into categories 'A' and 'B' as indicated earlier, and it may be extended to other schools in course of time.

It may be stated that the purpose of the school self-evaluation is not to penalise the school on the basis of weaknesses it has identified for itself or due to its underachievements. The purpose is to enable the school to take appropriate corrective measures and in this endeavour proper counselling and advisory support from the Inspectorate and the organisations like SCERT and DIET would be desirable and helpful.

iii) Institutional Planning and Review

Based on the School-self-evaluation, each school must formulate its annual Plan of Action (POA). The POA should identify the priority areas according to the needs of the school and specify the various activities - administrative, academic, financial and extra-curricular - to be undertaken by the school during the year. These are the activities which the school should be able to undertake on its own with the help of the school teachers, local community and the available resources. The POA is a plan which is jointly prepared by the headmaster, teachers and the local people. Reliance is more on non-monetary inputs although mobilisaton of additional resources wherever possible should be given due attention.

The POA should include the measures/steps to be taken for its implementation. It should identify the responsibilities of the individual or groups of teachers for fulfilling the different objectives of the plan. There should be provision in the POA for review of the plan at least once every quarter. Corrective measures should be planned to meet any shortfalls observed during the course of each review. The shortfalls may not necessarily be a matter of serious concern so long as there is definite evidence of some progress and there is confidence that these shortfalls will be removed by the school during the next phase of the POA.

It is essential for success of institutional planning that -

a) institutional planning is seen as an exercise for school self renewal and continuous progress

b) institutional plan of action is based on the felt needs of the school and is realistic and implementable; it is not dependent on the resources which may not be available from the government during the year

c) additional resources, if any, mobilised by the school in cash or kind, are deployed for the benefit of the school and the normal annual budget allocation by the Government does not get reduced to the extent of the additional resources mobilised by the school.

d) the inspecting staff act as 'facilitators' rather than as 'inspectors' in the implementation of the Institutional Plan.

It would be advisable that the system of Institutional Planning is made obligatory for each school of Category 'A' and 'B' to begin with. In course of time, it may be extended to other schools as well.

The SCERT and the Directorate of Education may prepare Guidelines for development and implementation of the Institutional Plans. Help may be sought from NIEPA by way be technical expertise, if required.

iv) School Clustering:

The National Policy on Education (1986) states as follows :

> "School complexes will be promoted on a flexible pattern so as to serve as networks of institutions and synergic alliances to encourage professionalism among teachers, to ensure observance of norms of conduct and to enable the sharing of experiences and facilities. It is expected that a developed system of school complexes will take over much of the inspection functions in due course."

A school complex or a school cluster is the lowest viable unit of area planning and administration. Whereas it is primarily intended to break the benumbing isolation among the schools and to make a cooperative effort to improve standards of education by organising collaborative activities among the member-schools of the complex, it can also be utilised for making the supervision within the school complex more effective.

Through the school complex, a school of higher order or a school with comparatively better facilities and a senior, competent headmaster (among the same level of schools) may be entrusted with some of the supervisory and coordinating functions. In the case of supervision of single teacher or two teacher schools, school complex may be particularly useful. It may also be useful in areas where there is concentration of schools, such as in the valley.

The scheme of school complex has been successfully introduced in various contries like Thailand, Phillipines and Sri Lanka. It has also been introduced in a few States of India including Maharashtra and Karnataka. Karnataka introduced it only last year whereas Maharashtra did it some years back. The Rapport-based Programme of School Improvement in Maharashtra through the system of School Complex has brought about several advantages in the form of improving student enrolment and attendance, raising quality of school education and mobilising community support (For details, reference may be made to Revitalising School Complexes in India by R.P. Singhal, NIEPA; Concept, 1983, and the Guidelines for setting up and Management of School Complexes, NIEPA, 1986.)

It would be advisable to identify some areas on the basis of School Mapping, referred to in an earlier chapter of this Report, for purpose of setting up school complexes with a view to strengthening supervision and monitoring and at the same time undertaking collaborative activities - curricular as well as co-curricular/extra-curricular.

v) Teacher Appraisal System

At present, there is hardly any system of teacher appraisal in Manipur. We are given to understand that the ACR (Confidential Roll) of the teacher is generally filled up only when the teacher concerned is due for confirmation, promotion, etc. and that is the time when the teacher himself/herself approaches the reporting officer for filling in the ACR form and, in the circumstances, the report is always favourable. There have been occasional cases where disciplinary action has been taken against particular teachers for certain reasons, but such cases are too few and do not go to show that there is exsistence of any systematic assessment of each teacher on a regular basis.

The Inspecting Officers have by and large alleged that there is no point in maintaining ACRs if no action can be taken on them or if they do not count for promotions or otherwise.

A proper teacher appraisal system is essential if the productivity and internal efficiency of education system has to be increased. Non-performance in any sector of development cannot be tolerated, much less in education. If teacher evaluation is perfunctory, routine and bureaucratic, or if there is no evaluation of teachers, it is neither good for the teachers themselves nor for the educational system. Good and sincere teachers do not get their due; bad, indifferent teachers escape unnoticed. The latter in fact demoralise the former and affect adversely the total organisational climate.

According to the modern principles of personnel management, it would be advisable to involve the teachers in the evaluation process. Each teacher should be able to do self-evaluation. Through this process the teachers can state categorically in the Teacher Appraisal proforma their individual contributions and achievements in different areas including the area of their own professional growth.

The areas for self-evaluation may include -

- Curricular Plan : to what extent achieved; whether courses completed as per schedule.

- Instructional Process : lesson preparation, checking of assignments, use of teaching aids, use of innovations, individualised attention, remedial teaching for slow learners, special attention to the gifted, etc.

- Co-curricular activities for students : Project work, literary clubs/societies, Science club, Science exhibition, SUPW exhibition, school magazine, art and chart work etc.

- Extra-curricular activities for students : games, sports, dramatics, National Integration Camp, Community work, inter-school competitions, debate, etc.

- Results of students at terminal, annual examinations; maintenance of record of continuous internal assessment.

- Professional growth (of self) : nature of self study, use of library books, periodicals, participation in orientation courses, etc.

- Relations with peers and superiors

The self-evaluation done by the teachers should be subject to comments and observations by the headmaster and then reviewed by the concerned supervisory officer.

The Appraisal Report should likewise be also completed in respect of each headmaster and supervisory officer about their own work and performance each year.

It needs hardly to be mentioned that the teacher/supervisor appraisal should be professional rather than bureaucratic in nature. It should be analytical and clinical and help, inter alia, to identify the training needs of the personnel.

Each teacher, headmaster and supervisory officer may be graded on a five-point scale by his/her immediate supervisor. In order that there is as much objectivity as possible in assessment by the supervisor there should be sufficient clarity and uniformity in this matter. For award of different Grades, a certain level of performance may be expected of the employee as indicated in Table 3.12.

TABLE 3.12

GRADING UNDER THE PROPOSED TEACHER APPRAISAL SYSTEM

Grade	Expected level of performance
1. Outstanding	- Performance is consistently at highest level
	- Continuously seeks to improve competence
	- Constantly undertakes additional responsibilities
2. Very good	- Frequently outstanding
	- Often shares additional responsibilities
	- Some of the teaching is at highest level
3. Good	- Some of the teaching is at a high level, otherwise just at acceptable level
	- Occasionally shares additional responsibilities

4. Average	-	Consistently at only minimum acceptable level
5. Below Average or Poor	-	Consistently at unacceptable level
	-	No additional responsibilities
	-	Indifferent to work/duties

The existing ACR form would need to be suitably modified in the light of the above observations. The appraisal in the ACR should count for purposes of promotion, confirmation, crossing EB, grant of senior/selection scale, etc.

vi) Follow-up of Inspection Report

It is important that each Inspection Report is properly followed-up. Action points need to be identified as soon as the report is available to the officer to whom it is submitted. Some of the points may need immediate administrative action. Some others may need counselling and advisory support to the school. Both the areas would need due attention on the part of the supervisory officers. If there are some points which require action on the part of the school, the matter should be pursued with the school and it must be ensured that these points are duly complied with before the next inspection takes place. Each inspection should specifically take note of the extent to which the deficiencies pointed out or suggestions made by the previous inspection committee have been met.

vii) Data-based monitoring

We have already recommended in our Report-1 the creation of EMIS - the Educational Management Information System. The EMIS, apart from being used for educational planning, should also be used for effective monitoring of the progress of the programmes of school improvement. Schools giving poor results need to be pulled up on the basis of the EMIS. Analysis of the data collected through EMIS should be published/ circulated widely so that a public opinion is created against non-performing schools. The EMIS should try and depict the factual position about different aspects of educational development and administration through graphs etc. showing upward or downward trends and comparisons over some years highlighting the areas of strengths as well as weaknesses.

THE NEW EMPHASIS

In sum, the whole emphasis has to be on decentralisation of supervision - making it as close to the school as possible and on adoption of new techniques and participative approach through involvement of the teachers and the community. The Inspectorate has, on the one hand, to be firm in so far as discipline is concerned, on the other hand it has to adopt a human relations approach whereby a proper climate of inter-personal relationship, harmony, cooperation and understanding is developed. The supervisory officers, rather than taking the role of police, should adopt the role of facilitating, couselling and providing leadership, thus performing themselves truely as 'education officers' instead of 'inspecting officers'. This, indeed, is a big challenge before the Inspectorate.

CHAPTER 4

TEACHING-LEARNING PROCESS

Teaching-Learning is the soul of the educational process. Better the teaching-learning, better is the product of the educational system. Poor teaching-learning would imply poor human resource development, high rate of drop-out and repetition and very slow progress through the educational system. It would also imply that the pupils lack adequate knowledge, and skills and are devoid of proper values and attitudes. They are ill-prepared to meet the challenges of life.

NEW CURRICULUM

A good teaching-learning process presupposes the existence of a curriculum which is relevant to the present and future needs of the society. But relevant curriculum alone is not enough. Unless the curricular objectives are realised, the curriculum, however good it may be, may prove infructuous. Translation of the curriculum into the expected out-comes is, therefore, the real task of the teaching-learning process.

It is gratifying that the SCERT, Manipur has recently developed new curriculum for classes I to VIII with the help and guidance of the NCERT, which is in conformity with the National Core Curriculum as envisaged in the National Policy on Education, 1986. The new curriculum takes note of the local needs. It gives essential learning outcomes for each unit of a subject and also indicates the number of teaching periods within which each unit must be covered. Study of languages, Mathematics, Social Science, Science, Socially Useful Productive Work are integral parts of the new curriculum. There is also provision for Health and Physical Education and Creative Expressions of the children. (Ref. Curriculum and Syllabus for classes I to V and classes VI to VIII (1989-90, SCERT, Manipur.)

New curriculum has been developed also for classes IX - X and classes XI-XII by the Board of Secondary Education, Manipur. (Ref. Curriculum and Syllabus for classes IX-X and XI-XII, 1990). It has been prepared in line with the nationally developed curricular framework under the National Policy on Education 1986. The curriculum provides for internal examination at the end of classes IX and XI. The external examinations at the end of X (High School Leaving Certificate) and at the end of XII (Higher Secondary School Leaving Certificate) are conducted by the Board of Secondary Education.

From the current academic session, the colleges of Manipur having Pre-University classes have adopted the Board's new curriculum and syllabi beginning with class XI.

MANAGEMENT OF LEARNING

It may be difficult to transact the new curriculum, if the learning is not effectively managed. We would like to emphasize that for efficient management of learning, it is essential that

- the syllabuses are covered regularly throughout the year and not just towards the end of the academic session;
- text-books and other instructional aids are available to the schools on time;
- home and class-assignments are regularly given to the students in different subjects;
- assignments are promptly corrected by the concerned teachers and returned to the students with suggestions for improvement so that mistakes committed by them are not repeated and the quality of the assignments done by them improves in future;
- there is regular internal continuous assessment of students;
- learning is child-centred. This is specially relevant in the case of children who are disadvantaged and reside in remote, hilly, backward areas;
- teacher uses innovative and environment - based techniques of teaching-learning.

PUPIL ACHIEVEMENT

The High School Leaving Certificate (HSLC) Examinations of the Board of Secondary Education, Manipur for the last five years indicate that the pass percentage for the State has ranged between 26.59% to 38.94% as would be evident from Table 4.1.

TABLE 4.1

H.S.L.C.EXAMINATION RESULTS MANIPUR
(1987 - 1991)

Year	Appe-ared	Passed					Pass %
		I	II	III	Suppl.	Total	
1987	19481	38	922	6039	-	6999	35.93
1988	26060	113	943	6855	521	8432	32.36
1989	31678	92	932	6983	395	8402	26.59
1990	36900	126	1148	9003	446	10723	29.60
1991	49883	193	1987	15958	1287	19425	38.94

Source : Compiled from the Results of the Board of Secondary Education, Manipur.

It is obvious from Table 4.1 that nearly two-thirds of the students who take HSLC Examination are unable to qualify in the examination. But more striking is the fact that qualitatively the results have been very disappointing indeed. The number of first divisioners has been almost negligible. In 1991 examination, out of about 19000 students who passed, only 193 (nearly 1% only) secured first division marks. The percentage of those who obtained second division is also small (nearly 10%). The large majority of students - nearly 16000 are placed in the third division only. It may be mentioned here that out of total 193 first divisioners, 130 (67%) were from the Catholic Mission Schools, the Government High Schools' share being very low.

Whereas it would be unfair to compare Government Schools with Mission schools because of differences in inputs in terms of students' family back-ground as well as physical infra-structure, etc. it cannot be gainsaid that there is considerable scope for improvement in the performance of Government, government aided and other schools in the State.

PHENOMENON OF ZERO PERCENT

There are a number of Government High Schools which do not show even a single student as passed at the HSLC Examination. There are many schools whose pass percentage varies between 10% to 30% only. It is only rarely that one finds a government high school giving over 70 or 80% pass at the Board's HSLC Examination.

TABLE 4.2

FREQUENCY DISTRIBUTION OF SCHOOLS ACCORDING TO PASS % AT HSLC EXAMINATION 1990 (DISTRICTWISE).

Zones/ Districts	0%	1% to 9.9%	10% to 19.9%	20% to 29.9%	30% to 39.9%	40% to 49.9%	50% to 59.9%	60% to 69.9%	70% to 79.9%	80% to 89.9%	90% to 99.9%	100%	Total Schools
Imphal Zone-I	6	12	14	12	4	10	9	6	8	1	2	5	89
Imphal Zone-II	8	11	15	9	2	5	3	4	2	1	3	1	64
Thoubal	1	14	11	8	6	11	4	7	5	2	1	1	71
Bishnupur	2	6	6	6	4	6	2	5	1	2	-	-	40
Churachandpur	23	8	6	3	2	3	-	-	-	-	1	1	47
Senapati	6	6	4	3	-	1	2	3	1	3	-	-	29
Ukhrul	16	3	3	3	3	1	1	-	-	-	-	2	32
Chandel	1	-	2	2	1	2	-	-	-	1	-	-	9
Tamenglong	1	2	4	2	5	-	-	-	-	-	-	-	15
	64	62	65	48	27	39	21	25	17	10	7	10	396
% to total number of schools	16%	16%	16%	12%	6.8%	9.9%	5.3%	6.3%	4.3%	2.5%	1.8%	2.5%	

Compiled from H.S.L.C. results of 1990.

The above phenomenon comes out more prominently particularly in the schools of the hill districts. As is known, as many as 16 out of 32 High Schools of Ukhrul District gave zero per cent result at the HSLC Examination last year. Similarly 23 out of 47 High Schools of Churachandpur District gave zero per cent result at that examination. 6 out of 29 high schools of Senapati/Sadar Hills District were not able to produce any successful student at that examination. (Refer Table 4.2). Further, a number of these schools in different districts have been consistently giving zero per cent result for last three years.

It will be observed from Table 4.2 that 60% of the High Schools gave less than 30% pass percentage at the HSLC Examination 1990. Nearly one third of the total number of schools were below even 10% pass. There were only 2.5% schools (only 10 out of 396) which gave 100% pass.

PUPIL EVALUATION AT ELEMENTARY STAGE

The above dismal position reflects basically the kind of teaching-learning that is taking place in these schools. The reasons for such a state may be many . But one important factor that contributes to such a situation is the lack of screening of the students at the primary and Junior High School Stage. The headmasters of Junior High and High Schools have suggested that it is very essential that all students must be put to common tests at the end of classes V and VIII. As it is, no such test is at present being conducted either at the District Councils level or at the Departmental level.

Table 4.3 shows that there are several States and Union Territories which conduct public/common Examination at the end of Primary and Junior High School Stages.

TABLE 4.3

STATES HOLDING PUBLIC/COMMON EXAMINATIONS AT THE ELEMENTARY STAGE

State/U.T.	Level of Exam.	By whom conducted
(1)	(2)	(3)
Andhra Pradesh	VII Class	D.E.O. of each District.
Gujarat	VII Class	State Examination Board.

Haryana	VIII Class	State Board of School Education
H.P.	VIII Class	-do-
M.P.	V Class	District Board of Primary School Ecucation.
	VIII Class	District Board of Middle School Examination.
Meghalaya	Primary Scholarship Examination	State Board of School Education
	Middle school scholarship Examination	State Board of School Education
Nagaland	Elamentary school Leaving Examination	State Board of School Education
Orissa	Middle English School Common Examination	State Board of Secondary Education
Sikkim	Junior High Schools Examination (Class VIII)	Department of Education
U.P.	V Class	Local Committee consisting of 3 heads
	VIII Class	-do-
Arunachal Pradesh	V Class	D.P.I.
	VIII Class	D.P.I.
Mizoram	Primary School Leaving Certificate	State Board of School Education
	Middle School Leaving Certificate	- do -
Chandigarh U.T.	V Class	D.E.O.
	VIII Class	D.P.I.

Dadra and Nagar Haveli	VII Class	Gujarat Examination Board.

Source : Selected Information on School Education in India, 1988-89, Ministry of HRD, Deptt. of Education, Government of India (1990).

Ideally speaking, there should not be any external examination below Class X. But looking to the circumstances obtaining in Manipur, we feel that it may be advisable to introduce common examinations at the end of class V and Class VIII. This would

- ensure uniformity of standards of teaching-learning in different Schools at elementary stage; it would also ensure uniformity of standards between District Council schools and the schools of the Directorate of Education.

- motivate the students to learn and teachers to teach;

- check such students who do not achieve minimum levels of learning, from proceeding to the next stage of education;

- help schools to diagnose the weaknesses of the students and organise remedial programmes of teaching-learning.

In addition to Class V and Class VIII common examinations at State/District level, it may also be advisable to have internal common question papers for other classes of the elementary stage for groups of schools located close to each other. The idea of school complexes may be fruitfully utilised for this purpose and some core schools identified to serve as nodal schools for administering common question papers. The evaluation may be left with the schools concerned.

CONTINUOUS INTERNAL ASSESSMENT

The new curriculum developed by the SCERT for Classes I to VIII states:

"In the elementary classes, 'continuous system of evaluation' should be introduced. The evaluation should be integrated with the process of learning and a system of continuous recording of the process and development of each child, on the basis of observation, oral test as well as written, should be done. The school will, as far as possible, maintain a commulative Record of each pupil which will be open to inspection by the authorities of

the school concerned. The record should cover both scholastic and non-sholastic areas. Promotion should be based entirely on such records."

The aforesaid provision does not appear to have been adopted by most of the schools as yet. It is impprtant that it is implemented as early as possible.

Assessment of students' work is an integral part of the process of teaching-learning. It helps to raise the quality of education. If the assessment is not just summative but also formative and continuous in nature, it helps to improve the performance considerably. The continuous internal assessment also helps to reduce domination of the external examinations.

Several States and U.Ts have already adopted the system of comprehensive continuous evaluation for school classes. It is based on the educational principle that teaching and testing are mutually inter-related. They reinforce each other. They are like two sides of the same coin. The learning outcomes will be properly assessed if whatever has been learnt by the students is tested at the end of each Unit

The NCERT has prepared guidelines for introduction of comprehensive continuous internal assessment. It may be advisable to follow these guidelines in the interest of proper implementation of the system of evaluation - both scholastic and non-scholastic.

Such an evaluation is basically diagnostic and provides feedback to the teachers and the students to improve their teaching-learning. It identifies the strengths and weaknesses in the teaching-learning process and at the same time informs the parents about the progress made by the child in the class through a Cumulative Record Card which is maintained for each child.

The Central Board of Secondary Education has, however, gone a step forward by introducing from this year in some schools on a voluntary basis, what it calls the Certificate of Achievement. It is a form of curriculum initiative. The Certificate of Achievement not only records the pupil's achievement as assessed by the teacher on the basis of various periodical tests and activities through continuous formative evaluation as well as summative evaluation at the end of the course but also records the pupil's own self-assessment in different areas. The scheme is yet in an experimental stage.

The Board of Secondary Education, Manipur, has laid down in its new curriculum for Classes IX and X that students should be examined at the end of every unit in all subjects during the normal class period. The results of these tests should be counted to the extent of 25% for promotion examination of Class IX and the test examination of class X . The Board has also provided for internal assessment in Art Education, Work Experience and Physical and Health Education. The assessment is to be done in letter grades on a nine-point scale. These, undoubtedly are progressive trends in teaching-learning.

UNFAIR-MEANS IN PUBLIC EXAMINATIONS

The incidence of the use of unfair means in public examinations has been increasing each year throughout the country. There are cases of mass-copying at examination centres, capturing of examination centres by anti-social elements, use of loud-speakers to announce the answers to the questions in the question-papers, impersonation, and assaults on invigilators and centre superintendents.

In Manipur too, the incidendce of use of unfairmeans in H.S.L.C. and Hr. Sec. Examinations has been increasing over the years.(Table 4.4). Much of what happens, remains, however, unreported or under-reported. What is actually reported by way of unfairmeans in the examinations, it is believed, is only a tip of the ice-berg. Many students resort to change of school just before their candidature is to be sent to the Board, with the objective to have their examination centre at a place which is "convenient" from the point of view of using unfair means. Honest invigilators are under constant threat from the candidates and their friends and they are afraid of performing their duties sincerely.

TABLE 4.4
UNFAIR MEANS CASES
High School Leaving Certificate Examination
1987 - 1991

	No.Reported /detected	No.in which punishment awarded	Nature of Punishment awarded/remarks
1987	419	419	Debarred to appear in the next examination.

1989	429	429	Same as above
1989	567	567	Same as above(except in two cases where examination was cancelled
1990	461	461	Same as above (except in one case where examination was cancelled for impersonation)
1991	811	811	Same as above (except in three cases examination cancelled for impersonation)

Source : Board of Secondary Education, Manipur.

Several reasons can be attributed to the increasing use of unfairmeans in the examinations. These include -

- general deterioration in the value system
- deterioration in the maintenance of law and order
- too much importance attached to High School/Higher Secondary Certificates and Degrees in the matter of higher admissions, employment and matrimony etc. due to which the students try to obtain these Certificates/degrees by hook or by crook
- lacunae in the examination system which does not lay much emphasis on high quality of question-papers and evaluation
- too much stress on marks
- inadequate preparation of students in class-rooms which tends to motivate them to use unfairmeans in the examinations.

Four-pronged attack

A four-pronged attack to curb the menace of unfair means in public examinations may be useful -

1. Improvement of teaching-learning right from Class I
2. Improvement of examination system

3. Strict action against those who are found to have indulged in the use of unfairmeans

4. People's movement against use of unfair means.

In so far as improvement of sxamination system is concerned, the Board of Secondary Education Manipur in the recent past made some efforts to improve the question papers. It also decided to introduce some significant changes in the mode of declaration of its results for the Higher Secondary Examination but has since postponed their implementation for the future. These changes were as follows :

i) Subjectwise declaration of results instead of aggregate results of different subjects offered by the student.

ii) Results in terms of letter grades (on a 9-point scale)

iii) No overall pass or fail; no overall divisions

iv) No list of toppers either in the aggregate or in individual subjects

v) Merit Certificates to top 0.1% of the candidates in each subject.

The above reforms in the Board's Higher Secondary Examination if implemented may bring far-reaching changes more particularly in the attitude towards the examination by curbing the unhealthy practices where each mark has assumed too much importance. In order, however, to successfully implement these reforms, it would be necessary for the Board to make adequate preparation, issue detailed guidelines for schools and educate the public opinion. The experience of the Central Board of Secondary Education which introduced most of these reforms some years ago, may be fruitfully utilised.

A number of States have enacted legislation making the use of unfairmeans in public examinations as cognisable offence. It may be advisable for Manipur also to have a similar enactment so that the malpractices and cheating in examinations could be effectively dealt with.

The menace of unfairmeans in examinations has assumed such serious proportions that it has become a social problem rather than a mere educational problem. Whereas continuous efforts may be made to find educational solutions to this problem, by way of

improved teaching-learning and reform of the examination system, it may be difficult to root out this evil unless there is a mass movement against it and the people, including student organisations and voluntary bodies, come forward to put a stop to it. It may, therefore, be advisable to involve the people in this task and organise mass campaigns highlighting the need and desirability of curbing immediately the use of unfairmeans in the examinations.

TEACHING TECHNIQUES

Of foremost importance is the need to improve teaching learning in schools. There are certain techniques which are always very effective for pupil learning. These are :

a) Good presentation of the lesson by the teacher rather than mere reading it from the text-book

b) Meximum use of teaching aids to bring clarity and to create interest in the lesson

c) Greater involvement of pupils in learning through various activities; Introduction of innovative and novel ideas in teaching-learning

d) More reliance on problem-solving approach and encouraging creativity in students

e) Use of environment in teaching-learning

f) Recapitulation of the units taught

g) Regular class and home assignments and their correction

h) Continuous periodical assessment of the students

i) Remedial and enrichment programmes for the weak and the gifted children.

Improving the Teaching-learning at Primary Stage

In Manipur, some L.P. and primary schools are under the jurisdiction of the Directorate of School Education and some are under the Autonomous District Councils. Whereas the former is in charge of the Valley schools, the latter look after the schools of the Hill districts.

Primary education forms the basis and the foundation of the educational structure. The strength of the educational edifice, therefore, very much depends on the strength of the primary education.

The standard of primary education in Manipur is by and large very low. The situation is more disturbing in respect of L.P. and Primary Schools of the Hill districts. As the schools are located in remote, far-flung areas which are not essily accessible, neither teachers of good quality wish to go to serve these schools nor do the essential facilities like class-rooms, black-boards and furniture are provided.

There are also complaints of non-availability of text-books in time in the L.P. and primary schools of the hill districts - especially through the medium of different dialects which are approved as medium of instruction at the primary stage.

It is stated that many children migrate to private mission schools because their parents prefer English medium which is not available in the schools run by the District Councils.

Besides, the teachers are not very well equipped to handle multi-grade teaching. Most of the L.P. and primary schools have pre-primary class (IA) where the students are generally given formal instruction rather than being provided activity-based and play-way learning.

It has been observed that children are unable to sustain interest in the school and become drop-outs at quite an early stage. Table 4.5 gives enrolment of children in one of the hill districts in classes IA to V.

TABLE 4.5

POOR RETENTION OF CHILDREN IN PRIMARY SCHOOLS OF CHANDEL HILL DISTRICT IN MANIPUR
(1986 - 1991)

Class	1986	1987	1988	1989	1990
IA & IB	1936	1988	1997	1947	2019
II	424	493	503	511	623
III	138	188	216	225	314
IV	63	66	72	76	102
V	31	41	53	55	76

Source : Deputy Commissioner, Chandel.

LEARNING STIMULI
A CONCEPTUAL FRAME

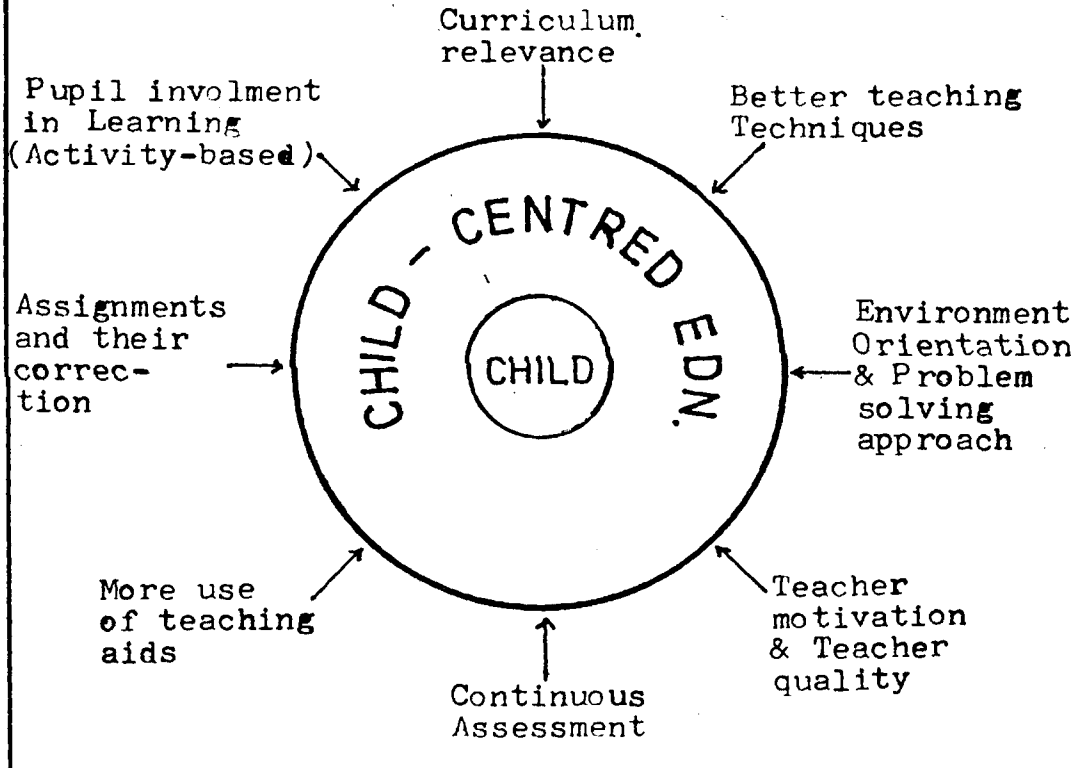

Fig. 4·1

It would be seen from Table 4.5 that taking the cohort method, out of 1936 children who were in classes IA & IB in 1986 in Chandel District Council schools only 76 students (4%) remained by the time they reached class V in 1990. The situation is not much different for other hill districts. This obviously is a serious matter and needs to be tackled urgently.

Child-centred education at Primary stage

Most of the Government Schools, except those in Urban areas, in Manipur are small schools. The number of students in a school is generally very small. A large section of the children are first generation learners. There is hardly any suitable home environment for the children to study. The challenge before the teachers in such circumstances is quite formidable. It is the teaching techniques which become important in such a situation. If the child occupies the centre-stage and if the teaching-learning takes place keeping in view the special needs and the local environment of the child, most of the disadvantage with which the child suffers can be mitigated.

Involvement of pupils in learning activities, such as reciting poems, singing action songs, story telling, creating opportunities when children can display things made by them, acquainting them with resources available in their area and their utilisation, celebrating national and other festivals and involving children in different co-curricular and extracurricular activities will go a long way in improving the quality of teaching-learning and making the children feel interested in their studies.

Improving teaching-learning at Junior High and High School stage

At Junior High and High School levels, teachers can make education child-centred by relating the lessons to day-to-day life activities of the children and the people of that area, by enabling the students to ask questions freely about the lesson and the environment, by giving them practical demonstration and enabling them whenever possible to conduct experiments themselves, by providing them opportunities to do project work on different related themes and topics, and by taking them to visit nearby museums, lakes, historical places, and other places of interest. In this way the teachers can act as facilitators for them in their learning. Use of teaching aids, helping them in inculcating the habit of reading library books, newspapers and magazines, and providing enrichment

programmes for the talented and remedial coaching for the weak would also make the education really child-centred. An all-India research study has shown that nearly 50% of teachers in rural areas never pay special attention to weak children by organising special coaching classes or removing their difficulties. (Singhal R.P., Teacher Pupil Ratios for Schools in India, NIEPA, Vikas, 1986).

The child-centred education in the particular context of isolated and disadvantaged areas has to be a holistic concept and if an integrated approach is adopted, it will have a greater impact on the development of the child.

Learning oriented teaching

For making the teaching effective particularly at the Junior High School and High School Stage, it is advisable that the teaching is learning oriented rather than examination oriented. If the teaching is subordinated to external examination, it is detrimental to the learning process. Examinations are only a means and not an end in education.

The learning oriented teaching tries to establish a very warm relationship between the teacher and the student . The student is not just a passive listener. He/she involves himself/herself in the learning process through various activities. The more he/she is so involved, the greater is his/her stimuli to learn. The teacher, thus becomes an instructor as well as a facilitator in the learning process.

TEACHER - THE KEY FACTOR

In ultimate analysis, it is the teacher who is the king pin of the teaching-learnig prosess. It is his/her quality, motivation, relationship that he/she establishes with the pupils and the innovative ways that he/she adopts in his/her teaching which would influence the quality of education. The teacher input may actually more than compensate various inadequacies and deficiencies such as lack of attention by parents, their illiteracy, absence of some physical facilities in the school, etc. Indeed there is positive relationship between teacher behaviour and pupil achievement.

This would require professional development of the teachers. Orientation courses of short duration for all in-service teachers would be essential to enable the teachers to perform their role effectively.

We have dealt with in some detail in our Report-1 the question of upgrading teacher competence and have made various suggestions for restructuring teacher education and strengthening professional development of teachers in the State.

SCIENCE BY DOING

Science and Mathematics are almost a bug-bear with many students particularly in the schools of the hill districts. In several schools, there are no proper arrangements for teaching Science.

The Board of Secondary Education, Manipur recently made Science practicals compulsory for all students taking HSLC Examination. The practical examination carried 10% of marks allocated for Science subject. The Board also issued Guidelines for Science practicals according to which each student had to do at least two experiments out of the given list in the Board's examination. The Board directed that at least one period per week for Science practical should be provided to every student. The Guidelines envisaged that each High School should have a Science laboratory where Science practical classes could be conducted. Necessary equipments and chemicals had to be provided in the laboratory to enable the students to do the practical work. The Directorate of School Education, however, found it difficult to provide Science labs in all the High Schools immediately. Since many of the schools do not even have a spare room to serve as a Science lab. it was a real problem to provide facilities for conducting practicals in Science in such schools. At the request of the Directorate the Board of Secondary Education has therefore, now decided (Oct.1991) to postpone the implementation of the Science practical examination in HSLC to 1994.

It may be advisable for the Directorate to take immediate measures for providing facilities for Science Practicals in all the High schools. Help in this conection may be obtained from the Government of India which has launched a Centrally-sponsored scheme under which 100% assistance can be available to State Government for approved purposes. The Scheme covers all Government and aided Junior High, High and Higher Secondary Schools in a phased manner by the end of VIII plan. The Scheme has the following components:

i) Provision of science kits to Junior High schools;

ii) Upgradation and strengthening of Science

laboratories in high and higher secondary schools;

iii) Library assistance to high and higher secondary schools;

iv) Setting up of District Resource Centres for Science Education for teachers' training, development of instructional materials, etc.

v) Training of Science and Mathematics teachers;

vi) Assistance to voluntary organisations for undertaking innovative projects and resource support activities in science education.

In order to avail the financial assistance of the Government of India, the State Government has to ensure the laboratory space and availability of teachers in the schools. For details, reference may be made to the Scheme of Improvement of Science Education in Schools, Ministry of HRD, Department of Education, Government of India (1988).

TEXTBOOKS

Quality of textbooks is sinequa non for better teaching learning process. The quality should be considered not only in respect of contents but also in respect of production i.e. paper,printing etc. The textbooks should also be made available to the users at fair price so that they are within the reach of the poor section. Indeed these were some of the considerations of the Kothari Commission (1964-66) in recommending nationalisation of textbooks. In pursuance of the recommendation of the Commission most of the States have nationalised the school text books.

In Manipur the Board of Secondary Education has been preparing and publishing almost all the textbooks of major subjects for classes IX and X since 1984. Recently, the Board has started preparing and publishing 7 titles for classes XI and XII. Altogether the Board publishes 43 titles in English and Manipuri media at the moment. For elementary classes the SCERT has taken up the preparation and publication of 13 titles for elementary classes.

It has been the general opinion that the nationalised textbooks are of good standard and quality of production is also better than many of the books published by private publishers in the State. Regarding the price of the books also the publications of the Board, the SCERT and the NCERT are cheaper than

those of private publishers.

There is, therefore, a strong view among academic circles for nationalisation of all the School textbooks gradually in the coming years. The Government may in this regard, set up a Text - Book Bureau or a society as in Assam, Maharashtra, Tamilnadu, Gujarat and many other States, so that specialised attention may be paid to this vital area of teaching - learning in schools.

THE PLUS TWO STAGE

The number of students who took higher secondary examination in 1991 was only 1577 (Arts 703, Science 796 and Commerce 78). As against this, the number of students who took P.U. Examination of Manipur University in 1991 was 17058 (Arts 10531, Science 6172 and Commerce 355). Except for a few Higher Secondary Schools notably of Imphal, the other higher secondary schools of Manipur do not attract a large number of students.

Table 4.6 gives the results of the Higher Secondary Examination of the Manipur Board of Secondary Education for the last 5 years.

TABLE 4.6

HIGHER SECONDARY EXAMINATION RESULTS OF MANIPUR
(1987 - 1991)

Year	Stream	Appeared	Passed	Pass %
(1)	(2)	(3)	(4)	(5)
1987	Arts	112	66	58.9
	Science	223	106	47.5
	Commerce	363	174	47.9
		698	346	
1988	Arts	75	32	42.6
	Science	117	16	13.7
	Commerce	6	Nil	-
		198	48	
	Arts	712	289	40.59

1989	Science	417	296	70.98
	Commerce	109	48	44.04
		1238	633	
	Arts	686	374	54.52
1990	Science	569	315	55.36
	Commerce	93	45	48.39
		1348	734	
	Arts	703	469	66.67
1991	Science	796	531	66.70
	Commerce	78	48	61.15
		1577	1048	

Source : Board of Secondary Education, Manipur.

Table 4.7 gives the results of the Pre-University for the period 1987 to 1991.

TABLE 4.7

PRE-UNIVERSITY EXAMINATION RESULTS
1987 - 1991

Year	Stream	Appeared	Passed	Pass %
(1)	(2)	(3)	(4)	(5)
	Arts	9723	4375	44.99
1987	Science	5810	2405	41.39
	Commerce	766	317	41.38
		16299	7097	
	Arts	10167	5224	51.38
1988	Science	5393	2489	46.15
	Commerce	743	370	50.87
		16303	8083	
	Arts	7825	3890	49.71

1989	Science	4513	2149	47.72
	Commerce	422	147	34.83
		12760	6186	
	Arts	10467	3970	39.55
1990	Science	5184	1708	32.95
	Commerce	422	172	40.75
		16073	5850	
	Arts	10531	5679	53.93
1991	Science	6172	3459	56.04
	Commorce	355	165	46.47
		17058	9303	

Source : Manipur University.

From Tables 4.6 & 4.7 it will appear that the pass percentages for Higher Secondary and P.U. Examinations are somewhat better than those at the H.S.L.C Examination. But all the same, from the point of view of qualitative results, the position is not so good for Higher Secondary and P.U. Examinations also. For example, out of 5679 candidates who passed in P.U. Arts Examination, 1991, none got First Division. Only 117 out of 3459 who passed in P.U. Science got First Division. There was no First Division in P.U. Commerce. Similarly, only 38 out of 1048 candidates who passed in Higher Secondary Examination 1991 secured First Division. Lot more effort therefore needs to be put in, in order to improve the quality at the Plus Two Stage. Special attention needs to be given to subjects where pass percentage as well as quality of the result is low.

VOCATIONALISATION OF PLUS TWO

It will also be observed from Tables 4.6 and 4.7 that both in Higher Secondary and Pre-University there are only three streams of Arts, Science and Commece. According to the National policy on Education, the Plus Two Stage needs to be vocationalised.

As on 30.1.1989, according to the pre-Budget Economic Review of Manipur for 1989-90, there were nearly 2.52 lakh applicants on the Live Registers of Employment Exchange. One-fourth of these were females.

2.52 lakh unemployed persons constituted about 27 percent of the population in the age group 15-59. By 2000 A.D., according to an estimate, the number of Job seekers in Manipur may be around 4.32 lakhs.

At present more than 15% of the working age group population in Manipur is reported to be unemployed. The position in respect of educated unemployed is much more serious.

The Sivaraman Committee on Development of Backward areas put Manipur in the category of Fundamental Backwardness. This is also evident from the progress indices for different States including the States of the North-East where Manipur is one of the bottom States in terms of development.

The need to vocationalise secondary education in Manipur was felt in the Sixth Five-Year plan. The Mid-Term Review of the Sixth Five Year Plan stated that "of particular interest is the vocationalisation of Plus Two stage of school education." It was envisaged that vocational surveys will be organised in all the hill districts and educational zones of Manipur. It was also stated that Vocational courses such as Stenography, tailoring, welding, motor mechanic, electronics, etc. will be introduced in the existing higher secondary schools in a phased manner.

Slow progress

During the Seventh Five-Year plan period, a few trades were identified on the basis of a vocational survey and the scheme was approved by the Government of India for Central assistance under its Centrally sponsored scheme for Vocationalisation of Secondary education. In 1990-91, the Government of India sanctioned about Rs. 12 lakhs for vocationalisation but the money could not be utilised by the State. It may be mentioned that in the same year, the Government of Manipur also sanctioned Rs. 10 lakhs for Vocationalisation but as the money could not be utilised, for 1991-92 only a sum of Rs. 2 lakhs was allocated for Vocationalisation.

We understand that 3 higher secondary schools have since been identified for introduction of vocational courses in the first phase. The SCERT, which is entrusted with the introduction of Vocationalisation in the State has already appointed some staff for its Vocational Department. A seminar on Awareness in Vocationalisation was held by the SCERT in March 1991 to disseminate the importance of vocational courses in

the schools. A meeting was also organised by it to identify schools for implementing vocational courses. The SCERT proposes to develop the syllabuses for some vocational courses in collaboration with the Board of Secondary Education, Manipur.

However, it may be observed that the progress of Vocationalisation of Higher Secondary Education in Manipur has been very slow. So far, it is almost a non-starter. The funds allocated for this programme have largely remained unutilised. It is not known, how many students will actually offer vocational courses in Plus Two.

There is need to introduce Vocational courses not only in Higher Secondary, for which the scope seems to be very limited, but also in the plus Two classes in the colleges where the number of students is large.

Diversification of Curricula

The main objectives of the Scheme of Vocationalisation are

- to provide diversification of educational opportunities so as to enhance employability/ self employability;
- to reduce the mismatch between demand and supply of skilled manpower; and
- to provide an alternative for those pursuing higher education without any particular interest or purpose.

Diversification of curricula through introduction of Vocational Courses at the Plus Two Stage is not a new concept. It was recommended by the Education Commission of India as back as 1966. The National Policy on Education (1986) envisages Vocationalisation so that 25% of the students of Class XI are diverted to vocational courses by 1995.

The proposed diversification should help to make the Higher Secondary/Pre-University curricula more relevant to the needs of the society. Theoretical courses tend to become remote from the real life needs. Practical courses link education with the world of work and help to reduce the unnecessary pressure on the University.

Traditionally, the vocational courses have been viewed with suspicion in India. There has been resistance from parents and others to the introduction of vocational courses. This has been mainly due to the value and recognition that a University degree has acquired over the years. But the fact remains that to-day there is lot of frustration in the youth who cannot get meaningful employment even after their graduation. Moreover, not all those who pass Higher Secondary/Pre-University join the degree courses or professional courses. For those who do not pursue their studies beyond Plus Two or for those who wish to pursue a more relevant course than the usual arts, science or commerce courses, the vocational courses may prove to be advantageous.

Employment generation

Generation of productive employment opportunities is one of the major thrust areas of the Annual plan of Manipur for 1991-92. Encouragement to agro-industries, development of horticulture, promotion of non-conventional sources of energy, etc. would be receiving special attention.

To create productive employment opportunities, stress has been laid in the plan on development of entrepreneurial skills. Encouragement will be given to educated youth for their taking to self-employment works for which institutional finance may be made available. Suitable transport and marketing linkages, backed by cooperatives, may also be provided to boost self-employment.

The share of employment in organised sector is generally low. Employment generation is, therefore, more relevant from the point of view of unorganised sector.

Central Scheme

The Government of India, Ministry of HRD, in order to promote Vocationalisation has launched a Centrally sponsored Scheme of Vocationalisation of Secondary Education. Realising that introduction of vocational courses at Plus Two Stage involves substantial expenditure, the Scheme provides for financial assistance to the States to enable them to introduce successfully the vocationalisation.

The Central Scheme envisages 100% financial assistance for various items such as vocational surveys, curriculum development, text-book development,

teacher training, supply of equipment to schools, etc. Even workshop/laboratory building for a vocational course can be put up with 100% Central assistance.

There are certain other areas such as vocational school staff and SCERT's Vocational Wing where the State has to bear a portion of the expenditure. Table 4.8 gives the sharing pattern for meeting the expenditure on Vocationalisation. More details can be seen in the Scheme of the Centre.

TABLE 4.8

SHARING PATTERN FOR EXPENDITURE ON VOCATIONALISATION

Sl.No.	Item	Centre %	State %
1.	Apprenticeship training	100	
2.	Evaluation & Monitoring	100	
3.	Distt. Vocational Surveys	100	
4.	Curriculum development workshops	100	
5.	Instructional material development workshops	100	
6.	Textbook development workshops	100	
7.	Resource persons training courses	100	
8.	Instructional materials subsidy	100	
9.	Teacher training courses	100	
10.	Equipment to schools	100	
11.	Workshop/laboratory building	100	
12.	Vocational Wing of Directorate of Education	50	50
13.	District Vocational Wing	50	50
14.	SCERT Vocational Wing	50	50
15.	Vocational School Staff	75	25
16.	Raw materials/contingency	-	100
17.	Vocational guidance	-	100
18.	Examination & Certification	-	100

Source : Scheme of Vocationalisation of Secondary Education, Government of India, Ministry of HRD, Deptt. of Education, New Delhi (1988).

Pre-requisites for success

In order that the vocationalisation is succeessful, it would be essential to lay special emphasis on the following :-

i) proper identication of vocational courses relevant to the needs of the State

ii) education of parents and creating general awareness about the utility of vocational courses

iii) proper selection of institutions for introduction of vocational courses

iv) strong linkages with industry, agriculture, trade and commerce, etc.

v) ensuring that specified levels of competencies are achieved by students at the end of the course

vi) recognition of courses and modification of existing recruitment rules by different agencies before the vocational graduates are ready for employment

vii) extending all possible help to vocational students to enable them to pursue self-employment.

POSITION IN SOME OTHER STATES

Several States have by now introduced Vocational Courses in plus Two. Tamil Nadu, Karnataka, Andhra Pradesh, Gujarat and West Bengal are among them. Tamil Nadu had nearly 58000 students offering different Vocational Courses in 1984-85. It is reported that it has now been able to cover nearly 25% of its students of class XI through Vocational courses. (NCERT Newsletter No. XVII /7,June 1991). In West Bengal more than 2000 students appeared this year in different Vocational Courses at the Higher Secondary Examination of the Council of Higher Secondary Education (Statesman dt.9.8.1991).

In Maharashtra, 24 Vocational courses were introduced from the year 1978-79. From 1988-89, 20 more Minimum Competency based Vocational courses, with a General Foundation Course common to all these course, have been introduced on the lines suggested by the NCERT. The Vocational courses fall in the following major groups : Technical, Agricultural, Commercial, Catering and Food Technology, Fisheries and Para Medical.

In Karnataka there are by now nearly 12000 students offering Vocational Courses in Pre-University classes. The Government of Karnataka appointed early this year (1991) a Committee to review the progress of

Vocationalisation in the State. The Committee in its Report has observed that the Vocational courses have not been effective. Although, in the beginning, the out put from such courses was encouraging, over the years, it has been feared that hardly 20% to 25% of students trained in these courses could get gainful employment. The main reason is the absence of the required skill and ability for a particular Job. The Committee has stated that it is necessary to devise training courses which give the students more of skill needed and just the minimum required theoretical background compared to the present system wherein almost all the courses are predominantly theory-oriented.

The Government of Karnataka has accordingly now introduced from this year Job linked courses of two-year duration. The first year will be devoted to a specially structured curriculum of theory cum-intensive practical training in the trade allotted in one of the specified institutions. In the Second year the student has to work for 6 to 8 hours daily for eight months along with other employees in the industry or establishment specially identified for the purpose. At the end of this period, the student will be exposed to an eight week programme to acquire elements of management, marketing, computer applications, banking, entrepreneureal skills etc.

We feel that taking advantage of Karnataka experience, Manipur should, while introducing vocationalisation, plan courses which are relevant to needs and should be highly practice oriented so that the students acquire the required competencies and skills for the related Job or self employment. Mere theoretical Vocational courses, if introduced, may meet with failure as the students may not be acceptable to employees. A close collaboration with industry agriculture, trade, Commerce and Service sector will, therefore, be essential for successful launching of the Vocational courses.

Short term Courses

It may also be advisable to start short term courses not exceeding six months, with the financial assistance of Deptt. of Science and Technology, Government of India, under the Mass Employment Generation through Science and Technology (MEGSAT) during the Eighth Five year plan. These courses are particularly meant for students with lower academic achievement at HSLC Examination.

NCERT's assistance

Apart from the Central financial assistance, NCERT is providing necessary academic and other guidance in the introduction of vocationalisation. It has developed competency-based curricula in a number of vocational courses - both rural and urban.

The SCERT of Manipur has to play a major role in the implementation of the Scheme of Vocationalisation in the State by taking all possible help from the Department of Education and Department of Science and Technology, Government of India, NCERT and local agencies.

CHAPTER 5

PRIVATE SCHOOLS & COLLEGES - THEIR OPENING & RECOGNITION

THE ORIGIN

Education in ancient Manipur was, to all intents and purposes, controlled by private agencies with the teachers known as 'Gurus' or 'Maichous' serving as educational institutions by themselves. There was no evidence of organised system of education as is known today. In other words, there were no formal schools for promotion and institutionalisation of knowledge. The house of each 'Guru' was the main centre of learning, an independent institution having its own individual character.

The Kings of Manipur (many of them) were great patrons of learning and culture. For instance, King Khagemba in the beginning of the 17th century did much for the promotion of literature in the old Manipuri script. Later, King Bhagyachandra contributed markedly to the growth of art and culture in Manipur.

With the arrival of the Britishers in Manipur in early 19th Century, the traditional system of education was being slowly but gradually replaced by the Western education system. In 1872 Major General W.E. Nuthall, the then Political Agent in Manipur, opened a school at Imphal with English language as medium of instruction. But the School could not function properly for want of local support. The people looked askance at the new system; they feared that the introduction of English education would take away their freedom and rights. Parents did not send their children to the English school. So no English school could flourish on the soil for a pretty long time.

In course of time, with the increasing number of European visitors to Manipur and the arrival of English missionaries in many parts of the land, a favourable climate was created for the spread of English education. By 1885 Maharaja Chandra Keerti Singh gave his consent to Sir James Johnstone by allotting a plot of land in Imphal for establishing an English Middle School. This laid the foundation of the formal system of education in Manipur. It may be noted that in those days primary education was imparted through the Bengali language and script.

In 1891 the Anglo-Manipuri War broke out, causing a setback to the little progress made so far in

spreading Western education in Manipur. The only Middle school, Johnstone Middle English School, was closed in 1892, and it reopened in 1893, when its building was formally inaugurated with grants of Rs. 360/- from the State Government and another Rs.360/- from the Imperial fund, with 117 children on the rolls and daily attendance rate of 40%.

OPENING OF LOWER PRIMARY (L.P.) SCHOOLS DURING THE LAST DECADE OF 19TH CENTURY

In 1893-94, 2 L.P. Schools were set up by the State Government, one at Sekmai (village) and another at Mao (hill). By 1894-95 the local people began taking interest in the education of their children, and 5 more L.P. schools were opened during 1895-96 with community support (3 in Imphal and 2 in rural area). The attendance rate was gradually picking up (about 60%).

So far, no tuition fees were charged from the children. But the moment an attempt was made by the authorities to charge fees, most of the children disappeared from the schools. Another serious difficulty was the non-availability of qualified teachers to man the schools. In the hills, due to special efforts made by missionaries like Rev. William Pettigrew, an L.P. School was opened in Ukhrul with 21 boys in 1896-97. One separate Girls' L.P. School was also opened in Imphal with 12 girls for the first time in 1899.

Till that time all the schools were sponsored by the State and the bulk of expenditure was also borne by the Government.

The position of primary schools opened areawise during the period 1891 to 1990 is shown in Table 5.1.

TABLE 5.1

PRIMARY SCHOOLS AREAWISE WITH ENROLMENT AND DAILY ATTENDANCE RATE (1891-1990)

Area	Type of School	No.of Schools	Enrolment	Attendance
Imphal	M.E.	1	50	40%
Imphal	L.P.	6		
Rural (Village)	L.P.	6	944	60%

Rural (Hills)	L.P.	2	:
Total :		15	994

Source: "Manipurda Nongchuplomgi Siksha", 1967, Vol.I & II - by Th. Mangoljao Singh, Imphal.

EARLY TWENTIETH CENTURY

During the year 1902-03, primary education in Manipur suffered a setback because of an attempt by the authorities to impart education through the mother-tongue by introducing Manipuri books in place of Bengali. Ironically enough, the parents resented the move, protesting that since the mother-tongue had not been introduced from the very beginning, they would prefer their children continuing with primary education through the Bengali medium. For some time the children stopped going to schools. The authorities had no alternative but to restore the system of teaching and learning through the Bengali medium in the primary schools.

By 1906-07 the number of L.P. Schools opened rose to 60 (52 in the valley and 8 in the hills). The Johnstone M.E. School was upgraded up to Class VII standard.

OPENING OF UPPER PRIMARY SCHOOLS

More Upper Primary (U.P.) schools were opened during the regime of Maharaja Churachand Singh (1907-1941). Himself educated outside Manipur, Maharaja Churachand Singh took keen interest in the promotion of English education in Manipur. Under his patronage the Johnstone School progressed very fast. The School was formally recognised as a High School by the Calcutta University in 1921. It remained the only High School in Manipur having classes V to X till 1930. Under his guidance Manipuri started being taught as a language subject in L.P. schools from the year 1909-10, and was gradually introduced in higher classes as and when books were got translated from Bengali into Manipuri. By 1924 Manipuri was recognised by the Calcutta University up to matriculation standard.

With the detachment of classes III and IV from the Johnstone High School, the need was felt to open some Upper Primary Schools having classes III & IV. In 1916-17 the State Government opened 3 U.P. schools in

the valley. 2 U.P. schools were started in the hills in 1929-30.

Education was free for the children in L.P. schools, but some nominal fees (tuition) were charged from the children reading in U.P. schools in the valley. Incentives in the form of free distribution of text-books, paper, pen, ink etc. were also given to the children in the hills and valley up to the year 1930.

In those days the State Government used to bear the cost of construction of school buildings and some residential quarters for teachers within the Imphal area, while the local people looked after the maintenance of schools. In rural areas, especially in the hills, the local people took the responsibility of construction and repair-work of the school buildings and sometimes residential quarters for teachers. The villagers also used to look after the daily needs of the teachers working in their locality.

THE DECADE OF THE THIRTIES: MORE HIGH SCHOOLS OPENED

During the decade 1931-41, generous contributions were forthcoming from the general public as well as charitable individuals towards further education of the children in Manipur. As the Johnstone High School could not provide accommodation to all the students passing out of M.E./U.P. schools, the people at large were making earnest efforts to set up more High Schools in the Imphal area. Among the people who pioneered the opening of high schools in Manipur, mention may be made of Dr. N. Leiren Singh, Sarvasri N. Gopal Singh, Tolchou Singh, Chourajit Paul and Damodar Paul, who worked heart and soul for the growth of secondary education with or without financial assistance from the Government.

In 1931 a private High School known as "Manipur Institution" was opened in Imphal, which was later named Churachand High School. It received a grant of Rs.2400/- in 1932 and became an aided high school. The third high school called "Your High School" was set up by the local people in Uripok, Imphal in 1932-33. The school was later named after the princess Tombisana Devi with a large sum of money donated by her for construction of the school building in 1936. The school used to receive a monthly grant of Rs.100/- from the State Government.

In 1934-35 the Bengali M.E. School was upgraded as a high school by opening class VII in that year. During

the same year a separate private high school for girls was set up and it was named after the princess Tamphasana Devi with a monthly grant of Rs.100/-.

The number of High/M.E./U.P. schools during the period 1931-41 is given in Table 5.2.

TABLE 5.2

UPPER PRIMARY/MIDDLE EDUCATION/HIGH SCHOOLS AREAWISE, 1931-41

School	Valley	Hill
U.P.	3	3
M.E.	3	5
High School	5 (including 1 girls High School)	X

CONTRIBUTION OF MISSIONARIES

During the period 1931-41 there were altogether about 210 L.P. schools including the schools run by the missionaries in Manipur. In the valley most of the primary schools were sponsored by the State, of course with community involvement. In the hills it was a different story. Some L.P. Schools were established by the State Government, but majority of the schools were run by the missionaries. The American Baptist Missionary and the North-East India Missionary took the initiative in opening a good number of schools for the education of tribal children. Indeed, they did a very commendable work in bringing to school the children from backward interior areas. At that time there were 59 primary schools run by the American Baptist with 589 boys and 277 girls on the rolls, and 23 primary schools run by the N.E. India Missionary with 450 boys and 35 girls in the hill areas of Manipur.

Most of these schools were private schools run without financial help from the Government. But the State Government extended grant-in-aid to a few deserving missionary schools which followed the curriculum prescribed by the State authorities.

SET-BACK DUE TO WORLD WAR II

The years 1941-45 were the most unproductive

period for education in Manipur because of the outbreak of World War II. With the bombing of Imphal by the Japanese in May, 1942, a good many school buildings in the Imphal area were destroyed, and those found intact were occupied by the army. All schools in and around Imphal were closed down, and they took some years to re-open. No new schools came up during the period.

In July, 1946 the Johnstone High English School and Tamphasana (T.G.) High School were taken over by the Government.

OPENING OF D.M. COLLEGE

The need for a college in Manipur was felt as early as 1932 when the students passing out of high schools were demanding the facility for post-matric studies. In that year the Manipur State Darbar decided by a resolution to start a college in the State. A site for the College was found, and a Governing Body formed for the purpose. Affiliation was also granted by the Calcutta University in 1933. When everything was ready, the necessary go-ahead signal was not forthcoming from the State authorities. By 1939 with active support from the then Maharani Dhanamanjuri Devi with a handsome contribution of Rs.10,000/-, a fresh start was made for the establishment of the college in her name. After about 7 years, through the private efforts of some educationists and under the patronage of the royal family, the first college in Manipur, namely Dhanamanjuri College (D.M. College) was set up in Imphal in 1946. Under very trying circumstances, with no premises and no regular teaching staff, it started with 68 students in the 1st year of Intermediate Arts course in the Johnstone High School building on the 6th August, 1946, the classes being held in the late evening with the help of graduate teachers drawn from some local high schools.

Two years after its establishment the college was handed over to the Government in 1948. It became a day College from 1949-50. Very soon the need was felt for a night college to provide an opening for higher studies to those who had to go to office or earn their livelihood during the day. So in 1953-54 another college, namely Imphal College was set up as a night college.

GROWTH OF PRIVATE SCHOOLS SINCE INDEPENDENCE

Owing to various unforeseen circumstances including the intervention of World War II, very few schools, Government or private, were opened during the

period 1945-49. Only in 1949-50, 164 more primary schools and 54 Middle schools were opened. By now U.P./M.E. schools were merged and became known as Middle schools.

The position of schools during 1950-51 managementwise is given in Table 5.3.

TABLE 5.3

POSITION OF SCHOOLS MANAGEMENTWISE 1950-51

Schools	Govt.	Private Aided	Private Unaided	Total
(1)	(2)	(3)	(4)	(5)
Primary	(B) 205	118	107	430
	(G) 8	14	3	25
Middle	(B) 18	25	25	68
	(G) 1	2	X	3
High	(B) 1	7	2	10
	(G) 1	X	X	1

(B) = Boys, (G) = Girls.

During the period 1951-57, 4 more High schools were taken over by the Government bringing the total number of Government high schools to 6. The number of aided high schools rose to 22. A few more Middle and primary schools were also opened/recognised and extended grant-in-aid.

Period of Liberalism under Territorial Council (1957-63)

With the formation of Manipur Territorial Council in (1957-58), most of the schools from primary to secondary stage were transferred to the T.C. w.e.f. January, 1958. However, for some years there was dual control over the schools by the State administration and the T.C. By and large, the responsibility of grant of recognition to schools was with the State administration. Gradually the Council took upon itself the responsibility of opening and recognition of schools and also of takeover and extension of grant-in-aid.

During the period 1959-62, the Council took over 2 Girls' High Schools and 209 L.P. Schools, and extended grants-in-aid to 8 High Schools, 27 Jr. High Schools and 308 L.P. Schools under the 90% deficit grant-in-aid system. It also granted recognition to several M.E. schools and upgraded 16 High Schools as Higher Secondary schools. During 1962-63 the Council took over 43 more L.P. Schools, upgraded a large number of L.P./M.E. schools as Junior High Schools and extended grant-in-aid to some private schools. During that year 5 private colleges were also opened.

It is not known what rules/norms were observed by the T.C., while giving recognition and grant-in-aid to various schools. But the people appreciated the swiftness with which the Council acted in opening, recognising and taking over a considerable number of schools (especially primary schools).

The position of schools managementwise during 1963-64 is as shown in Table 5.4.

TABLE 5.4

SCHOOLS/COLLEGES MANAGEMENTWISE DURING 1963-64

	Govt.	Aided	Private	Total
Primary Schools	1602	308	296	2206
Middle Schools	153	37	124	314
High Schools	34	65	23	122
Colleges	1	6 (adhoc grant)	1	8

CHANGE OVER TO STATE EDUCATION DEPARTMENT

By July, 1963 the T.C. period ended, and all the educational institutions were brought under one controlling agency, namely the State Education Department.

In 1964-65, a separate Arts College for girls was opened on the D.M. College campus with all the girl students (in Arts course) and a few teachers transferred from the D.M. College. The girls' college, originally known as Government Women's College, was re-named Ghanapriya (G.P.) Women's College following a donation of one lakh rupees by Shri H. Dwijamani Dev Sarma, son of the late Ghanapriya Devi in 1965.

In 1965-66 more grants were extended to primary and Junior High Schools under the 90% deficit system.

In 1969-70, the Government took over 69 primary schools and 16 Jr. High Schools in the valley, and 5 High Schools and one Hr. Sec. School in the hills. During the same year recurring grants-in-aid were extended to 4 private colleges and ad-hoc grants to another 4 colleges.

In 1972-73 (following Statehood of Manipur), 336 primary schools and 42 Jr. high schools were given recognition.

In 1975-76 the D.M. College was bifurcated as the D.M. College of Science and D.M. College of Arts & Commerce.

By 1978-79 there was a large-scale conversion of schools and colleges. 107 High Schools, 92 Jr. high schools and 685 primary schools were taken over by the Government. Almost all the colleges were also taken over by 1980. In May 1981, Government issued a Notification laying down rules for regulating the appointment and service conditions of teachers of such schools and colleges.

The position of schools/colleges managementwise in 1980-81 is given in Table 5.5.

TABLE 5.5

SCHOOLS/COLLEGES DURING 1980-81 (MANAGEMENTWISE)

School/College	Govt.	Aided	Private	Total
Primary Schools	1907	435	518	2860
Middle "	259	102	64	425
High "	178	65	34	277
Colleges	23	1	x	24

Source: "Manipurda Nongchuplomgi Siksha" Vol.III, 1986 - by Th. Mangoljao Singh, Imphal.

V ALL-INDIA SURVEY

The number of schools stagewise and managementwise in Manipur as per the Fifth All-India Educational Survey is given in Table 5.6.

TABLE 5.6

NUMBER OF SCHOOLS STAGEWISE AND MANAGEMENTWISE
(1986-87)

Schools by type	No. of Schools			Total
	Govt.	Aided	Unaided(private)	
1. Primary	1935	434	388	2757
2. Jr. High	285	103	48	436
3. High	200	65	97	362
4. Hr. Secondary	10	x	x	10

PRESENT POSITION

The present position of schools - stagewise and managementwise is given in Table 5.7.

TABLE 5.7

NUMBER OF SCHOOLS STAGEWISE & MANAGEMENTWISE
1990-91

Schools by type	No. of Schools			Total
	Govt.	Private Aided	Private Unaided	
1. Primary	2104	437	684	3225
2. Jr. High	299	85	303	687
3. High	182	82	130	394
4. Higher Secondary	27	x	x	27
Total :	2612	604	1117	4333

Source : Directorate of School Education, Manipur.

PROPORTION OF PRIVATE SCHOOLS

From Table 5.7 it will be observed that out of 4,333 schools in Manipur, 1721 (40%) are private schools at present. Out of the total schools, 1,117

(25%) constitute private un-aided schools. 604 aided schools constitute 15% of the total number of schools. Out of the un-aided schools, 53 schools are run by the Catholic Missions (20 High Schools and 33 Primary and Junior High Schools). There are a few more schools run by other Missions like the Baptist Mission. The remaining schools are private un-aided schools run by private managements. There is hardly any Trust which manages private schools.

DISTRICT COUNCIL SCHOOLS

Consequent upon the setting up of Autonomous District Councils in the Hill Districts of Manipur, the management and control of L.P. and Primary Schools in the Hill Districts of Manipur vested in the District Councils. Out of 3225 L.P. and Primary Schools in the State, 804 such schools are governed by the District Councils. Their break-up districtwise is given in Table 5.8.

TABLE 5.8

PRIMARY SCHOOLS OF DISTRICT COUNCILS
(1990-91)

Churachandpur	-	162 schools
Ukhrul	-	156 "
Tamenglong	-	130 "
Chandel	-	130 "
Senapati	-	70 "
Sardar Hills	-	156 "

STUDENT ENROLMENT IN PRIVATE SCHOOLS

Table 5.9 gives the enrolment of students in schools by type of management for the years 1986-87 and 1990-91.

TABLE 5.9

PERCENTAGE INCREASE IN ENROLMENT
SINCE 1986-87 BY TYPE OF MANAGEMENT

	1986-87	1990-91	Percentage increase
Aided			
Primary	25,376	33,600	
Junior High	14,435	15,130	

High	8,189	25,600	
	48,000	74,330	+54.8%
Unaided			
Primary	33,201	26,500	
Junior High	11,173	12,350	
High	8,260	34,200	
	52,634	73,050	+38.8%
Government			
Primary	1,21,261	1,27,746	
Junior High	42,856	47,620	
High	23,913	55,180	
Hr. Sec.	862	1,594	
	1,88,892	2,32,140	+22.9%

Compiled from the data available from V-All-India Educational Survey and the Directorate of School Education, Manipur.

It will appear from Table 5.9 that there are at present nearly 74,000 students studying in Aided Schools, and another 73,000 in the Unaided Private Schools, total 1,47,000 which is nearly 39% of the total number of students studying in the State in different classes.

It is noteworthy that as compared to 1986-87, the number of students has substantially increased in the aided schools (from 48,000 to 74,330) showing an increase of 54.8%. The increase in respect of un-aided schools is from 52,634 to 73,050 i.e. an increase of 38.8%. As against the private aided and unaided schools, the increase in the students enrolment in Government schools since 1986-87 has been of the order of only 22.9% - 1,88,892 to 2,32,140.

The above figures show that from the point of view of student enrolment, aided and unaided schools are more popular than the Government schools. In fact, there are several Government schools where the enrolment has come down substantially in the recent

past not only because of the drop-outs but also because a large number of children have been migrating from Government schools to Private aided and un-aided schools.

It is also worth-mentioning that in the unaided primary schools, the number of students in Primary classes has gone down from 33,201 in 1986-87 to 26,500 in 1991 although there is a substantial rise in the case of students in unaided high schools (from 8,260 in 1986-87 to 34,200 in 1990-91). There is almost similar rise at the high school stage in the case of aided schools (from 8,189 in 1986-87 to 25,600 in 1990-91).

P.U. COLLEGES

With the upgradation of most of the Colleges up to the Degree (T.D.C.) standard, and delinking of Pre-University (P.U.) courses from 13 Degree Colleges in 1987, there are very few P.U. Colleges as such in Manipur.

According to the information furnished by the Directorate of Education(U), Manipur under its letter No.11/4/79 EDC(III):1069 dated 3.9.91, the number of Colleges managementwise with or without XI/XII classes is as given in Table 5.10.

TABLE 5.10

NUMBER OF COLLEGES WITH PRE-UNIVERSITY(XI/XII) CLASSES
(MANAGEMENTWISE)
1991

Management	No.of Colleges	With XI/XII Classes	Without XI/XII Classes
Government Colleges	24	21	3
Grant-in-aid Colleges	7	7	x
Private Colleges	18	18	x
Total:	49	46	3

It will be seen from Table 5.10 that except for 3 Government Colleges, all the Colleges - Government/ aided/unaided are having Pre-University classes along with the degree classes. The number of students in P.U. classes generally exceeds the number in degree classes.

With the opening of the XI class in Colleges, students in large numbers (they prefer going to college immediately after passing the H.S.L.C. examination) are rushing to Colleges where the XI class facility exists. Because of this rush, some colleges are facing big admission problem this year.

EXISTING RULES/NORMS FOR
OPENING/RECOGNITION OF PRIVATE SCHOOLS/COLLEGES

In the past, as mentioned earlier, there were no hard and fast rules for opening of schools & colleges in Manipur. To date there is no legislation to prohibit, if necessary, the establishment of any private educational institution. But, for want of proper planning and co-ordination among the various agencies, the schools in Manipur (mainly the primary schools) are so located that there are clusters of schools cheek by jowl in some areas, while in certain other areas the schools are too sparsely scattered for the children to reach. The result is uneven development of education in rural and urban sectors.

Recognising Authority

In Manipur the State Government is the authority to grant recognition to all private elementary schools (up to Jr. High Schools Standard) on the recommendation of the Director of Education (Schools).

Prior to the enactment of the Manipur Secondary Education Act 1973, the Assam Board of Secondary Education used to accord recognition to secondary schools in Manipur.

From 1973 onwards, the Board of Secondary Education, Manipur has started giving recognition to all High/Higher Secondary Schools in Manipur except those schools run by or on behalf of the Central Government or CBSE or such other authority.

Under the "Manipur Non-Government Schools/Colleges Recognition Rules 1975" as approved by the Government of Manipur under its Order No. 23/1/75/SE dated 30.1.75, it is provided that -

"1. Colleges in the State of Manipur preparing candidates for P.U. and Degree courses shall be accorded recognition by such University or Universities as may be approved by the Government under this rule, in accordance with their rules/regulations.

2. A Secondary School in the State of Manipur preparing pupils for the H.S.L.C. or Higher Secondary Education shall be recognised by the Board of Secondary Education, Manipur in accordance with its rules.

3. The Government of Manipur shall continue to be the authority for granting recognition to all private elementary schools on the recommendations of the Director of Education, Government of Manipur. The Inspectors of Schools/District Education Officers will forward the proposal for recognition along with the inspection report in original to the D.E. who will submit the same after due scrutiny to the Government with his views and specific recommendation for orders."

Conditions for recognition

Section 4(1) of the "Manipur School Education Act 1979" provides that -

"No school shall be recognised unless -

(a) it has adequate funds to ensure its financial stability and regular payment of salary and allowances to its employees;

(b) it has a duly approved scheme of management;

(c) it has suitable or adequate accommodation and sanitary facilities;

(d) it provides for approved courses of study and efficient instruction;

(e) it has teachers with prescribed qualifications; and

(f) it has the prescribed facilities for physical education, library service, laboratory work, workshop practice or co-curricular activities."

The Rules for recognition are contained in the Manipur Non-Government schools and Manipur Non-Government colleges Recognition Rules, 1975 and reproduced in the Manipur Education Code, 1982. According to these Rules, provisional recognition may be granted for one year at a time to schools where the need of the school in the areas/locality is clearly established and the school has also fulfilled most

of the important conditions for recognition and the Department is satisfied that the remaining conditions are likely to be fulfilled within a reasonable time.

It is stated in the Rules that it will not be considered as a real need if there is another school with less than 100 pupils in classes I and II with the same medium of instruction within half km. in respect of L.P. Schools and with less than 180 pupils in Classes III to V within 3 kms. in respect of J.B. schools having Classes III to V and with less than 240 pupils in classes VI to VIII within 5 kms. in respect of Junior High Schools.

The Rules also lay down the minimum enrolment for recognition of a new school as follows :

A school having	Urban area	Hill & Rural Area,
Classes I-II	60	30
Classes III-V	60	45
Classes VI-VIII	60	45

The staffing norms have also been laid down. Besides, it is also laid down that the school must have its own building, it should have adequate furniture, teaching aids, equipments, sanitary facilities, arrangement for drinking water, library, etc.

As regards the recognition of a High School, the Board of Secondary School, Manipur has prescribed a minimum classwise enrolment of 35 in each class upto class VIII and 25 in each of the Classes IX to X with a total minimum enrolment of 260 for Classes III to X excluding the failures of the HSLC Examination.

The Rules also lay down that the aforesaid conditions may be relaxed in the case of Girls High Schools or Boys High Schools in educationally backward areas or where there is no high school of the same medium of instruction within a radius of 3 kms. It also prescribes requirements to be followed regarding staffing pattern, land, building, furniture, equipment, library, etc. It stipulates that the school must have a sound financial footing. Its income from tuition fee and other sources must be sufficient to meet the necessary expenditure. The school must have reserve fund of atleast Rs. 5,000/- and the general working fund of atleast Rs. 10,000/-

Criteria/norms for opening and recognition of private schools in some other STates are summarised below for reference :

NAGALAND

According to the criteria for opening new schools as laid down recently by the Government of Nagaland, a new primary school cannot be started if there is an existing primary school within the radius of 1 km. No distance is laid down for middle and high schools but the applicant has to indicate the locations of the feeding schools and the existing high schools in the neighbourhood.

The Government of Nagaland has prescribed the minimum enrolment for different stages as under for the purpose of recognition of new schools :

Primary Schools (Classes I-IV)	-	100
Middle Schools (Classes V-VIII)	-	150
High Schools (Classes V-X)	-	200

The school must have land of its own and adequate building with sufficient rooms and open space for playground.

The school must have a bank fixed deposit as follows :

Primary School	-	Rs.25,000/-
Middle School	-	Rs.50,000/-
High School	-	Rs.75,000/-

The habitation/village having population upto 5,000 may be given permission to open only one English medium primary school, if desired, provided there is no other English medium school in that area.

The management has also to submit to the Government a Certificate to the effect that the school shall not be handed over by it to the Government.

The Nagaland Board of Secondary Education which has the authority of recognising a high school in the State has laid down that a new high school should have a minimum enrolment of 30 in rural areas and 45 in urban areas in classes IX-X taken together. It has also laid down that apart from the reserve fund of Rs.75,000/-, the school should have a working fund or adequate resources to meet the running expenses primarily and also to ensure its continued existence. For continued recognition, the school must have atleast 40% pass at the HSLC examinations.

WEST BENGAL

The Government of West Bengal has recently, through a Notification dated 30th June, 1991, repealed the West Bengal Rural Primary Education Act, 1930, the West Bengal Urban Primary Education Act, 1963 and the West Bengal Rural Primary Education Temporary Provision Act, 1969 and replaced them by the West Bengal Primary Education Act which was enacted in 1973. The 1973 Act which has now come into force, provides for establishment of District Primary School Council at the district level and the West Bengal Board of Primary Education at the State level.

Under the aforesaid Act of 1973 as amended in 1987-88, the District Primary Education Councils have the authority to recognise new primary schools whereas the State Board has the authority to supervise and control the Primary Education Councils. However, as the Primary School Councils have not yet been set up in West Bengal, an ad hoc Committee has been set up for each district to exercise, perform and discharge all the powers, functions and duties of Primary School Councils under the Act. During our discussions with the Director of School Education and other officials of West Bengal, we were informed that the regulations under the Act have not yet been formulated and, therefore, they are finding it difficult to enforce the provisions of the said Act.

One significant change that is envisaged in the new provisions is that new primary schools may now not be set up with private initiative. Instead, school-less pockets will be identified by the District Authorities and new schools will be opened by the latter only in such school-less pockets.

In so far as the Secondary Schools are concerned, the conditions for recognition stipulate that the school should have a pucca building with proper sanitary facilities, well-equipped laboratory, library, etc. The Rules also stipulate that the school must have a Reserve Fund and a sound financial footing and its income from fees and other sources must be sufficient to meet its expenditure.

KARNATAKA

The Department of Education, Government of Karnataka has laid down that while giving recognition to a new primary school, the following factors, inter alia, shall be kept in view :

(i) that there is a need for an institution in the locality without involving any unhealthy competition with an existing institution of the same category in the neighbourhood;

(ii) that the school building should be ready before the school is opened. All rooms should be of the approved size. In deserving cases schools may be allowed to function in a suitable rented or rent-free building for a period not exceeding 3 years.

The school has also to satisfy the requirements of the Department regarding adequacy of equipment and furniture, number of teachers and their qualifications, financial resources of the institution, etc.

An English medium primary school can be opened with the permission of the Director of Public Instruction (Primary Education).

No proprietary or single manager school can be recognised by the Department.

For recognition of Secondary schools, there is a separate Directorate of Public Instruction (Secondary Education).

CBSE

The Central Board of Secondary Education which is an Autonomous Body of the Government of India, Ministry of HRD and to which all the Kendriya Vidhyalayas,Sainik Schools, Military Schools, Government and Aided Schools of the Union Territories like Delhi and Andaman & Nicobar Islands, Schools of some States like Sikkim and Arunachal Pradesh, renowned Public Schools (Private Unaided) and Convent/mission schools besides several schools from other countries are affiliated, has prescribed certain conditions for recognition/ affiliation of private schools. Details can be seen in the Affiliation Bye-laws of the CBSE. However, the main thrust of the conditions is as follows :

(i) The school/society must have about 2 acres of land and it must have school building constructed on a part of the land and proper playground on the remaining land.

(ii) In case the land has been recently acquired, atleast a part of the building must have been constructed and there must be a documentary proof in support of the school having

sufficient funds for construction of the remaining part of the building.

(iii) The Trust/Society/Management running the school should be of non-proprietary character.

iv) The school should have well qualified staff as per the norms of the Board and must be paid salaries and allowances not less than the corresponding categories of the employees in the State Government Schools or Central Government Schools.

EXISTING SYSTEM OF GRANT-IN-AID:
MANIPUR

Prior to 1977, for all practical purposes, the Rules and Codes which were in force in Assam were followed in Manipur with modification wherever necessary. The gramt was restricted to 90% calculated on the basis of difference between approved income and approved expenditure of the school.

According to the Government of Manipur's Notification No. 23/1/75-SE dated 24th December, 1977 it was stated that the quantum of Grant-in-aid shall be equal to 100% expenditure on the salaries and other allowances payable to the approved teachers, ministerial and Grade-IV staff as per scales of pay approved by the Government and school contribution to the teachers' Provident Fund.

The following are some of the major conditions for Grant-in-aid to schools in Manipur :

Primary Schools

(1) The school has a duly constituted Managing Committee.

(2) The school has adequate classroom accommodation and other facilities for students.

(3) The school has the minimum strength of students as below :

		Valley	Hills
(a)	A school having Classes I - V	150	100
	III - V	90	60
	I - II	60	40

(b)	Girls' school having		
	Classes I - V	125	75
	III - V	75	45
	I - II	50	30

(4) No tuition fee is to be charged

(5) The number of teachers will be on the basis of one teacher per 30 pupils, but in backward areas and in the case of girls' school, this limit may be 20.

(6) The appointment of teachers shall be made on the recommendation of a Selection Committee as prescribed by the Department.

Junior High Schools

The above conditions (1) and (2) for Primary schools shall apply to Junior High Schools also.

In addition to the above, a Junior High School must satisfy the following :

(1) Minimum strength of Students :

(a)	A school having	Valley	Hills
	Classes I - VIII	240	160
	III - VIII	180	120
	VI - VIII	90	60
(b)	Girls' school having		
	Classes I - VIII	200	120
	III - VIII	150	90
	VI - VIII	75	60

(2) The appointment of the Headmaster and other teachers shall be made on the recommendation of a Selection Board as prescribed by the Department.

High Schools

Conditions (1) and (2) for Primary Schools shall apply to High Schools also.

In addition, a High School must satisfy the following :

(1) Minimum strength of students :

(a)	A school having	Valley	Hills
	Classes I - X	300	200
	III - X	240	160
	VI - X	150	100
	IX - X	100	60

(b) Girls' school having			
Classes	I - X	250	150
	III - X	200	120
	VI - X	125	75
	IX - X	80	60

(2) Appointment of Headmaster, Assistant Headmaster and other teachers shall be made on the recommendation of a Selection Board as prescribed by the Department.

Notwithstanding anything mentioned above, the Government shall have the right to withdraw grant-in-aid if it is found that the conditions laid down in the Manipur Grant-in-aid for Schools Rules, 1977 are not being followed, or if mismanagement is detected, or if discipline is not properly maintained in the school.

Further, in the case of a Grant-in-aid School, the management is required to sign an agreement saying that the Government shall have the power to take over the school at any time, if it considers desirable to do so.

In 1979, the Government of Manipur enacted the Manipur School Education Act, Section 6 of which provides that -

"(1) The Government may, subject to such conditions as may be prescribed, give grant-in-aid to recognised private schools, not being primary schools recognised by a local authority, such sums of money as the Government may consider necessary.

Provided that no existing school receiving, immediately before the commencement of this Act, 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.

(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 any benefit made available to private schools by the Government or any agency of the Government."

The system of Grant-in-aid prevalent in some other States is summarised below :

NAGALAND

In Nagaland, there are no Aided schools on the basis of deficit grant.

For sanctioning grant-in-aid, the schools must have, inter alia, the following minimum enrolment :

Primary	-	100 students
Junior High	-	150 "
High School	-	200 "

WEST BENGAL

Private recognised primary schools approved for Grant-in-aid are eligible for full grant on salary of teachers. No non-teaching staff is approved for Grant-in-aid in private primary Aided schools. The teacher-pupil ratio for Grant-in-aid is 1:40 (for classes I to IV). Three teachers may be approved for 100 children in a school. An additional teacher may be granted if the enrolment increases by 20.

It is understood that there are a few primary schools getting only DA of teachers as Grant-in-aid. This is confined to Anglo-Indian schools and schools with Hindi and Tamil medium, etc. The grant on the basis of D.A. is not being sanctioned to any new school.

For Secondary Schools in West Bengal, the schools recognised up to 1962 could be allowed Grant-in-aid, if they so opted for it, to cover the entire deficit calculated on the basis of approved scale of expenditure. The schools recognised between 1963 to 1969 were given lump maintenance grant at rates varying between Rs. 6,000 to Rs. 25,000 per annum. The schools

recognised after 1969 did not get any maintenance grant at all. Teaching and non-teaching staff were, however, paid Dearness allowances and contribution to their salary as prescribed by the Government. In 1973, the high schools recognised upto 1.1.1972 were brought under one uniform system of Grant-in-aid covering the net deficit on salary account. From 1987 the staffing pattern and the recruitment rules for teachers have been revised for aided schools. According to these rules, prior permission of the D.I. of schools has to be obtained for appointment to a sanctioned post.

There are some secondary schools getting D.A. as Grant-in-aid but these are basically Anglo-Indian schools and schools with non-Bengali medium.

The conditions for eligibility for Grant-in-aid include minimum and maximum enrolment as prescribed by the Government, provision of requisite accommodation and other amenities in the school, no tuition fee to be charged, payment of salary and other allowances to be made according to the scales approved by the State Government, etc. The Head of the institution and members of the Managing Committee are jointly and severally responsible for proper utilisation of the grant.

KARNATAKA

Karnataka Government gives two kinds of Grant-in-aid to recognised aided primary schools :

(a) Maintenance Grant
(b) Building Grant.

No school is eligible for Grant-in-aid during the first three years of its starting.

The payment of Maintenance Grant is subjected to the following conditions :

(i) The school has at least a minimum strength of 40 students on its roll;

(ii) The school has worked for not less than 220 days during the year or such other number of days as may be decided by the Government;

(iii) The scales of pay and allowances prescribed by the Department are adopted for the staff of the school;

(iv) The qualifications of members of the staff

are the same as those prescribed for similar category of staff in Government Schools; and

(v) The staffing pattern as shown below is adopted:

There shall be one teacher for every fifty pupils on the roll and forty pupils on the average attending the school. Where these norms are exceeded by fifty per cent in any section i.e. where the pupil strength in a class exceeds 75 on the roll with 60 attending on the average, the section shall be bifurcated and an additional teacher sanctioned. Any additional teacher exceeding this limit shall be disallowed for purposes of grant-in-aid. If the number of teachers is more than ten, one additional teacher, preferably a trained graduate may be allowed who will be the head of the institution.

The Building grant is admissible for purchase of building and for construction of building of the school, not exceeding one-half of the total estimated approved expenditure.

Ordinarily a secondary school is not eligible in Karnataka for Grant-in-aid for first 7 years of its existence. Because of the shortage of funds with the Government, we have been given to understand that private schools have by and large to remain now unaided on a permanent basis.

In so far as the junior colleges are concerned, a salary grant equal to the salaries and allowances of such employees of the institutions as may be approved by the Director of Pre-University Education is payable at the same rates as are prescribed for appointees to similar posts under the Government. The amount of grant-in-aid is credited directly by the Government to the accounts of individual teachers in a bank. No salary grant is paid to any new institution or for any new course of study in an institution during the first three academic years.

MAHARASHTRA

In Maharashtra, primary schools are by and large Zila Parishad schools. But majority of the secondary schools are private recognised schools.

The following is the pattern of Grant-in-aid :
First three years - No Grant.

Fourth year	-	25% grant on total approved Salary and Non-Salary grant.
Fifth year	-	50%
Sixth year	-	75%
Seventh year	-	100%

The payment of salaries of non-teaching and teaching staff of the aided secondary schools is made through co-operative banks. The Government of Maharashtra has laid down service conditions of teaching and non-teaching staff and extended other benefits of provident fund, gratuity, pension, etc. to them.

In addition to the 100% grant on salaries to the institutions approved for grant-in-aid, rent of the school building wherever necessary +12% of the salary grant or actual expenditure on other items, whichever is less, is paid.

If the pass percentage of the grant-in-aid school at the SSC examination of the State Board is less than 20%, the school is liable for withdrawal of grant-in-aid.

There is an incentive grant for aided secondary schools which do very well at the Board's SSC examination and in co-curricular activities. This is restricted to 2% of the number of schools getting grant-in-aid. The grant is of the order of Rs.10,000 (5,000 for library and 5,000 for Science Equipment, etc.) and is allowed only once to a school.

PROBLEMS

Some of the basic problems in respect of Private schools in Manipur are stated below :

(1) Unplanned opening of Private schools:

At present private schools are opened without any proper planning and without looking into the genuine need of the area, with the result that not only there is mushroom growth of private schools, it has also affected seriously the enrolment of students in the existing government schools.

It is also reported that the different agencies managing and controlling the schools are working independent of each other, and this often creates confusion, duplication and therefore waste of scarce

resources. Indeed, lack of co-ordination, insufficient understanding of the value of education and inadequacy of financial resources have only resulted in mere quantitive expansion of education at the cost of quality.

The growing needs and demands of our schools cannot be met by Government efforts alone. The need of the hour, it appears, is decentralisation, less bureaucratisation and more positive participation of the people in educational development programmes.

(2) Ineffective Regulation of Private schools:

As the non-Government (aided/un-aided) schools constitute quite a large segment (about 40%) of the total number of schools, the improvement of school education in the State would depend very much also on the strength and proper functioning of the private schools. It is, therefore, essential that the private schools are effectively regulated. At present, norms of recognition are not properly followed.

(3) Lack of proper system of Grant-in-aid:

The criteria for selection of schools for purpose of grant-in-aid require a review.

The existing pattern of grant-in-aid is inadequate to meet the needs of the schools approved for grant-in-aid affecting adversely the academic standards of the schools and the morale of the teachers working in these schools.

(4) Teachers' frustration in Private schools

There is a sense of frustration among teachers of the aided schools. The All Manipur Aided Secondary School Teachers Association went on strike in July, 1991 demanding take-over of all aided High schools (82 in number) by the Government. The Chief Minister of Manipur in a message through AIR, Imphal on 30.7.91 had to intervene and appeal to the striking teachers to call off their strike. He explained the tight fund position of the Education Department and added that if his appeal were spurned, arrangments would be made with the help of MLAs and other public leaders for providing accommodation to the aided school students in Government schools nearby within a radius of 4 km. Besides, the existing Government aid would be withheld and eventually withdrawn. Initially, there was no

positive response from the teachers, but subsequently, the strike was withdrawn on the basis of some understanding between the authorities and the Association.

The All Manipur Recognised Unaided School Teachers Association in a note released to the press in early August, 1991 threatened to launch a strike and close down all private recognised schools unless the Government extended grant-in-aid to their schools by September, 1991. They complained that there was a lot of corruption and political influence in the selection of 604 private schools for extension of grant-in-aid, while a large number of more deserving cases were left out.

(5) More Private schools want grant-in-aid:

Most of the 1000 and odd private recognised unaided schools (including 130 high schools) in Manipur are currently putting pressure on the Government for extension of grants-in-aid to them. They claim that they are making a valuable contribution towards the development of school education in the State. Their strength is increasing from year to year, perhaps because of too liberal a policy in the past in granting recognition to new schools.

The 600 and odd aided schools (including 82 high schools) are demanding either more teachers to be covered by grant-in-aid or conversion of their schools into Government institutions. In almost all these schools there are more unapproved teachers than the number of approved ones. The number of such unapproved teachers working in the 82 aided high schools is stated to be around 1000.

Under the present system of grant-in-aid in Manipur only about 25 to 75% of the staff required for a school is approved by the Government for calculation of grant. The amount so sanctioned as grant for the approved staff is shared by all members of the staff (approved and unapproved), and as such it is found too inadequate for smooth running of a school. Earlier, under the 90% deficit system, the aided schools, somehow making both ends meet, could function more or less normally, if not so smoothly.

The existing Grant-in-aid Rules call for an urgent review/revision so as to make adquate provision of assistance to the privately managed schools approved for grant-in-aid.

(6) Inadequacy of grant-in-aid for Colleges

It is not only aided schools but also the aided colleges in Manipur which feel that the quantum of grant-in-aid given by the Government, is very inadequate to meet their needs.

The Commission visited Liberal College, Luwangshangbam, one of the biggest among the aided colleges in Manipur (on 6.8.91). The college has a teaching staff of 69 lecturers against the approved teaching staff strength of 16. Obviously there is surplus staff (both teaching and non-teaching). The Principal gets only Rs. 2700/-p.m. as consolidated salary, and an approved lectuerer gets from Rs.850(minimum) to Rs. 1500/-(maximum). When asked about their difficulties, the teachers wanted that the Government should extend more grants to the college so that they may get a reasonable amount of salary regularly. Up till now the money sanctioned for 16 approved posts of lecturers is being shared by 69 teachers, which means each of them will hardly get one-fourth of the due salary of a lecturer in a college. Many of them are well qualified. Most of the newly appointed teachers are not paid any remuneration until they complete a period of 3 months from the date of joining. In a sense, it is good that a good number of the educated youth, who would have otherwise remained unemployed, are being employed in an educational institution. All the same, there is a feeling in some quarters that the teachers are being exploited as they are not getting their due.

(7) Managing Committees:

For proper functioning of any recognised aided school/college much depends on the stability and reliability aspect of the managing body/organisation.

As per "Manipur Aided Secondary Schools (Managing Committee) Rules 1975", every Government-aided High/Higher Secondary school shall be governed by a Managing Committee the formation of which has to be approved by the Inspector of schools concerned.

The Rules further state that -

"Each managing committee shall consist of 10 to 12 members save in cases where the Director of Education sanctions a special committee under special circumstances.

The Headmaster or the Principal shall be an ex-officio member of the Managing Committee.

After the election and nomination of the members are over, all the members of the Managing Committee shall elect the President and the Secretary simultaneously from amongst the members.

The Headmaster/Principal and the teachers' representatives shall not be eligible for election to the office of either President or Secretary of the Managing Committee.

The term of a Managing Committee will ordinarily expire after a period of three years from the date of the first sitting of that committee.

Any member of the Committee absenting himself from three consecutive meetings of the Managing Committee shall automatically vacate his membership, unless the Committee otherwise directs."

In Manipur the managing committee of an aided school is often found dissolved before the expiry of its term, especially where the Headmaster/Principal does not happen to be the Secretary of the Committee, on grounds of misappropriation of school fund, or gross violation of rules, regulations of the Government by the managing committee, or because of political interference. In Colleges too, the institutions face difficulties in the absence of Principal being Secretary of the Managing Committee.

ISSUES

In the present context, the following issues arise for consideration :

(1) What steps should be taken to stop or restrict the opening of new schools/colleges in Manipur and to rationalise the location of existing schools ?

(2) Whether it would be possible to restore the system of 90% deficit grant and maintain status quo ante i.e. as it existed before the mass conversion of private schools in 1978-79 ?

(3) What changes should be introduced in the existing grant-in-aid Rules so as to improve the working conditions of the existing private recognised schools (aided or unaided) ?

(4) What can be done to secure more active involvement of the people and community in educational planning and administration of schools/colleges ?

(5) How to enforce immediately the provisions made in the "Manipur School Education Act 1979" and "Manipur Education Code 1982" and the new norms that may be evolved, so as to ensure that every employee of a private school complies with the same and that the managing committee of every school disburses the salaries and allowances to its employees at the prescribed rates regularly ?

PERFORMANCE OF PRIVATE SCHOOLS

'Comparisons (especially among unequals) are odious', as a common saying goes. Yet, men cannot resist the temptation of making comparisons and drawing inferences for their satisfaction.

We may look at the performance of our schools from different points of view, academic or otherwise.

Organisers of some private (unaided) schools have a feeling that, inspite of their very limited resources and poor service conditions of their teahers, they produce results better than many Government schools. It is true that most Catholic Mission schools give a very high performance of their students at the HSLC examination conducted by the Manipur Board of Secondary Education. Some other schools are proud that their products outdo others in co-curricular and extra-curricular activities like debating, declamation, sports, science exhibition, etc., although they may be behind others in academic attainment. Another small group of schools (which has of late emerged on the educational scene in Manipur), run by ISKON (International Society for Krishna Consciousness) on the model of Ram-krishna Mission Schools with a high premium on cleanliness, self-discipline and moral/spiritual attainment, claim that their schools compare favourably with the best of schools in Manipur and elswhere, and their products are morally and intellectually on a much higher plane. They have now begun sending up candidates for the HSLC examination.

Over the last few years, private schools (on mission school model) have mushroomed in different nooks and corners of Manipur. Many parents think the schools are well-managed and better disciplined, and so they prefer sending their children to such private schools rather than to Government schools. In fact, already many Government primary schools (esp. in urban

areas) have been avoided even by low-income families, who do not mind spending on the education of their children in these private schools. Whether or not this trend is a happy augury is a matter of opinion, but how far such private venture schools are really providing 'quality' education is another matter on which the intellectuals are having second thoughts.

This year (1991), among the successful candidates for HSLC examination under the Board of Secondary Education, Manipur, the 1st 20 positions in order of merit have been captured by the Catholic mission schools like Don Bosco, Nirmalabas, Little Flower and St. Joseph's Schools, all Imphal, excepting the 13th and 20th positions by the Gurunanak public School, Imphal (private) and Kha Imphal High School (Government), jointly with mission schools.

The pass percentage (divisionwise) of some schools whose students have figured in the Merit list of the Board's HSLC Examination 1991 is given in Table 5.10 :

TABLE 5.10
PASS% OF SOME TOPPER SCHOOLS AT THE HSLC EXAMINATION, 1991
(DIVISIONWISE)

School	Appeared	Passed	Pass%	1st Div	2nd Div	3rd Div
1. Don Bosco, Imphal	105	104	99.04%	31	57	16
2. Nirmalabas	88	88	100%	28	53	7
3. Little Flower	78	78	100%	27	45	6
4. St. Joseph's	38	38	100%	33	5	-

As per the information furnished by the Manipur Board of Secondary Education, the over-all results of HSLC examination of 1991, showing the performance of high schools managementwise, are as given in Table 5.12:

TABLE 5.12

RESULTS OF HSLC EXAMINATION,1991
(MANAGEMENTWISE)

	Appea-red	Passed	Pass%	1st Div	2nd Div	3rd Div
1. Govt. Schools	25664	9867	38.44	26	877	8964
2. Aided Schools	12776	4568	35.75	3	253	4312
3. Unaided Schools (Mission)	3490	2101	60.20	148	590	1363
4. Other unaided private schools	7953	2889	36.32	16	267	2606
Total :	49883	19425	38.94	193	1987	17245

TAKEOVER OF SCHOOLS BY GOVERNMENT

Under Section 20 of the Manipur School Education Act, 1979, the management of any school in Manipur can be taken over by the Government at any time it chooses. This section provides that -

"(1) Whenever the Government is satisfied that the managing committee or manager of any school whether recognised or not, has neglected to perform any of the duties imposed on it by or under this Act or any rule made thereunder and that it is expedient in the interests of school education to take over the management of such school, it 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.

(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 Government or any officer authorised by it in this behalf.

(3) After taking over the management of any school under this section, the Government may arrange to manage the school through the Director or any other person 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 three months from the date of taking over, appeal to the Government, which may after considering the representation made by the managing committee or the manager, pass such orders, including an order for the restoration of the management or for the reduction of the period of take over, as it may deem fit."

Perhaps because of the provisions of the above Act, and also owing to poor service conditions of the teachers in private schools, the pressure for take-over seems to be on the increase. Actually, the way for take-over was cleared when in 1978-79 the Government had taken over a large number of Private schools (185 primary, 92 Junior High and 107 HIgh Schools). But in so far as the present situation is concerned, the Government has already made it clear that no more conversion is now possible due to tight financial position of the State.

MINORITY SCHOOLS

In Manipur there are very few 'minority' schools established and administered by religious and linguistic minority groups under Clause (1) of Article 30 of the Constitution. There are, however, a few schools such as Catholic (mission) schools under the Manipur Catholic Schools Organisation, one Gurunanak Public School, one Shri Digambar Jain Mahabir High School, etc. These schools follow the syllabuses/curricula prescribed by the appropriate authorities in Manipur.

The provisions for take-over by the Government under Section 20 of the Manipur School Education Act 1979 do not apply to the minority schools.

Once it is proved to be a minority institution, the character of education to be imparted and of administration will be at the choice of those who administer it. With a view to preventing the possible misuse of power by the management of the minority

DISTRIBUTION OF SCHOOLS MANAGEMENTWISE 1990-91

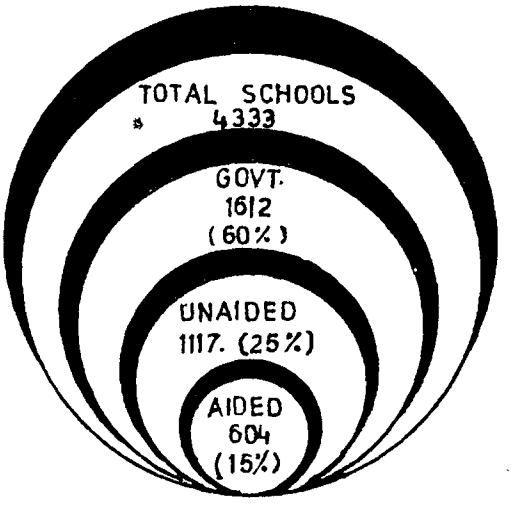

Fig. 5·1

PERFORMANCE OF SCHOOLS MANAGEMENTWISE AT H.S.L.C. EXAM. 1991

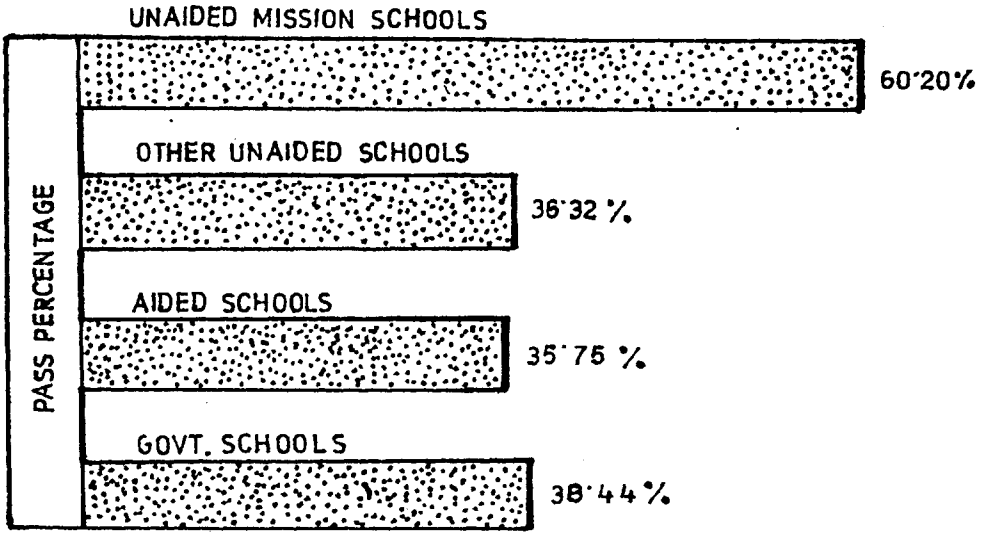

Fig. 5·2

educational institutions, the State has, however, the regulatory power to safeguard the interests of their employees and their service conditions including procedure for punishments to be imposed.

NEED FOR COMMUNITY SUPPORT AND INVOLVEMENT

At the initial stage private and voluntary agencies in Manipur used to play a very important role in establishing and maintaining educational institutions. In rural areas, particularly in the hills, the local people made their contributions, human and material, towards construction of school buildings and sometimes teachers' quarters. They also looked after the needs of the teachers in their villages. In many cases they raised funds from the local people for construction of school buildings.

Such community support continued to exist in some form or other until 1978-79 when schools and colleges were taken over by the government on a massive scale. Following this large-scale conversion of private educational institutions into government institutions, the community support or involvement has become almost negligible. Although some persons - mostly social/political leaders come forward to open schools/colleges, they wish to have full grant-in-aid from the Government to run their institutions.

This does not, however, mean that our people in the villages and towns are altogether uninterested in the education of their children. Given proper guidance and encouragement they would come forward with investment of necessary human and material resources. As per information furnished by the Ukhrul District Council authority, the local people there have recently helped in the construction of school buildings (semi-pucka) to supplement the fund provided by the Government for the purpose. The State Education Commission during their recent visit to an aided college within greater Imphal found that the managing body of the College had constructed a number of buildings of pucka type with commodious class-rooms by raising funds from the local people.

Considering the extremely poor physical condition of our schools where many essential facilities are wanting, it is necessary to involve the community in such a way as to make our people feel that it will be in their own interest to keep our institutions going properly, and that the future of their children would be at stake unless the parents/guardians and other concerned persons look after their own institutions.

In order to organise community involvement in an effective manner, there should be persons with resources, knowledge and skills, who can help in maintaining school buildings and also providing the necessary incentives that would facilitate the retention of children in our schools.

To look after primary education, a Village Education Committee may be formed with adequate representation of women and other persons belonging to weaker sections of the village. The head of the primary school concerned and instructors of NFE/A.E. centres in the locality, besides other resourceful persons, may be on the Committee. Without allowing itself to be influenced by vested interest groups, it should work with a missionary spirit so as to bring about the necessary socio-cultural and educational change.

PROPOSALS FOR FUTURE

(a) Opening and recognition of new private schools/colleges

1. No new school or college should be allowed to be opened and granted recognition unless there is a genuine need of such school/college in the area.

2. As suggested in Chapter 2 of this Report, the Government should undertake School Mapping and identify such areas where schools - lower primary, primary, junior high and high schools - are needed. On the basis of School Mapping, the Government should work out a plan by which it may open its own schools or schools of the District Councils, as the case may be, in some of the areas and ear-mark other areas where there is a scope for private initiative.

3. No new L.P./Primary school should be opened if there is another school already in existence within a radius of 1 km. (instead of 1/2 km. as at present).

4. A private school in order to be recognised, must atleast have a minimum strength of 30 students in each class (20 in the case of hills).

5. The school must also have an average attendance of atleast 75% of the students on roll in each class.

6. The school/college must have a suitable building with adequate number of classrooms, furniture and equipments as per the norms of the Department.

7. The school must have a Reserve Fund of Rs.25,000 for L.P/primary school, Rs. 50,000 for junior high school, and Rs. 75,000 for high school (as in Nagaland). Reserve Fund of Rs. 1,00,000 may be required for higher secondary school/college having Higher Secondary/P.U. classes. The Reserve Fund should be deposited in a nationalised/scheduled bank and should be withdrawable only with the permission of the Director of Education.

8. The school/college must provide a documentary evidence that it has adequate working fund or necessary resources for incurring capital and recurring expenditure for running the institution.

9. Teachers of the school/college must possess the qualifications prescribed for corresponding teachers of the State Government/University. The number of teachers should be according to the norms prescribed.

10. Teachers should be paid their salaries through crossed cheques wherever banking facilities are available.

11. The accounts of the schools/colleges having enrolment of more than 400 students should be audited annually by a Chartered Accountant.

12. No proprietary institution run by family members or close relatives should be recognised. The Society or the Trust running the institution must be registered under the Societies Registration Act. The Managing Committee of the institution should be constituted as per the Scheme of Management to be prescribed by the Government. The Managing Committee should, among others, have one or two nominees of the Government. The Head of the institution should be the Member-Secretary of the Committee.

13. Initially, the recognition should be temporary. It should be made permanent only after fully satisfying that the institution is being managed on sound lines, has got the requisite facilities, possesses the necessary finances to meet its expenditure and is imparting education of good quality. Permission to add new classes should be granted only after proper consideration.

14. A primary school with English medium may be recognised provided there is no other school with English medium in the area with a population upto 5,000.

15. All schools applying for recognition must furnish a certificate giving an undertaking to the effect that they will not ask for take-over of the school by the State at any subsequent time.

(b) Grant-in-aid system

16. No institution should be allowed grant-in-aid for the initial three years of its recognition. This, however, would not entitle the institution to claim automatic grant-in-aid after the initial period is over.

17. Once a recognised institution is approved for grant-in-aid, grant may be sanctioned as under (on the pattern of Maharashtra) :

1st year - 25% grant on total approved salary of teaching and non-teaching staff.

2nd year - 50%

3rd year - 75%

4th year - 90%

The salary grant should be in respect of all the qualified teachers and other staff as per norms. Unqualified and surplus staff should not be allowed to be retained in the institution. Sanction of 50%, 75% or 90% grant is not to be automatic. Each raise has to be based on proper review and good performance of the institution.

18. Before a new institution is admitted to the grant-in-aid system, it should be inspected by a team of five senior officers to be nominated by the Department of Education and it should be ensured that the institution is being managed on sound lines, it has the prescribed minimum enrolment and average attendance of the students in each class, has the necessary physical facilities, and is maintaining good record of performance both in academic and co-curricular/extra-curricular activities. The existing teachers must be qualified as per the rules prescribed by the Government and the number of teachers for different classes/subjects should not be in excess of the norms prescribed.

19. The Inspection Team must also satisfy itself about the financial viability of the institution from the point of view of both capital and recurring expenditure. The management should, while applying for

grant-in-aid, furnish all necessary information including a statement of all assets and liabilities of the institution along with an audited statement of its accounts for the preceeding three years.

20. All new appointments of teachers in the institution admitted to the grant-in-aid system should be done only with the prior approval of the Government. The Selection Committee for recruitment of the teachers in such institutions must be constituted by the Government. It may be advisable to appoint teachers only out of the Panel drawn up by the Government on the basis of test/interview conducted by it.

21. The recognition/grant-in-aid should be liable to be withdrawn if the institution has consistently given poor performance for three consecutive years. In the case of high schools, higher secondary schools and colleges, the pass percentage at the public examination should not be lower than 35%.

22. An Incentive Grant of Rs.10,000 (Rs.5,000 for library and Rs. 5,000 for equipment and teaching aids) may be sanctioned to a recognised school/college if the school/college has been giving consistently a high performance. Where there is a public examination, the pass percentage should be more than 75%. Such a grant may be admissible to an institution only once in 5 years.

23. The existing schools and colleges approved for grant-in-aid may, subject to availability of necessary finances, be covered by the 90% salary grant in a phased manner on a selective basis within the next 5 to 7 years subject to thorough screening of each school/college and after ensuring that it is being properly managed and its performance both academic and otherwise is of a high standard. Only such teachers and other staff who are qualified and possess the necessary experience as per staffing norms of the Government may be approved. All future appointments should be done only with prior approval of the Government.

24. It may not be advisable to have only a few of the classes of a school/college approved for grant-in-aid and the rest of the classes as unapproved for grant-in-aid, as such a mixture is liable to create unnecessary confusion and administrative difficulties on the part of the institutions as well as the Directorate. Likewise, no Government school should be allowed to open higher classes either as aided or unaided.

(c) Enforcement and monitoring

25. There should be legislation to enforce the rules/norms of recognition, with provision for punitive measures for non-fulfilment of the conditions/norms prescribed by the Government as also for unsatisfactory performance of the school/college.

26. The rules for take over of the schools/colleges by the Government may be suitably amended such that no school/college need be taken over just because it is being mismanaged or it is not paying its teachers adequately, etc.

27. There should be a monitoring cell in the Directorate of Education which should monitor and review the performance of all private recognised institutions regularly.

CHAPTER 6

THE REFORM PROGRAMME

I. POLICY AND PLANNING

POLICY PERSPECTIVE

Manipur has come a long way in the sphere of educational development since the independence of India. During the last four and a half decades, the rate of literacy has doubled. Nearly every two out of three persons are now literate in the State. The percentage of literacy (60.96) is much higher than the All-India percentage (52.11) as per 1991 census. The number of schools has gone up from only 300 in 1947 to over 4300 in 1991. The student enrolment in schools has increased from only 30,400 in 1947 to nearly 3,80,000 at present - an increase of more than twelve times. The enrolment of girls in schools is almost equal to that of boys except in some hilly, rural areas. The number of teachers in schools has gone up from mere 700 in 1947 to nearly 21000 now.

With the huge expansion of school education, most of the habitations are now covered by primary schooling facilities within a distance of one kilometre from the residence of the child. During the 8th Five-year Plan, all school-less villages are proposed to be provided with lower primary schools.

A large number of schools are, however, very small. The number of students studying in many schools is so small that it does not justify their existence. This is particularly true of many lower primary, junior high, high and higher secondary schools - especially Government schools. Moreover, there are, practically in each district/zone, schools with large number of surplus teachers and schools also with less number of teachers than actually required. The system of 'utilised' teachers and 'substitute' teachers, it is feared, has done more harm than bringing any advantage in the matter of raising quality of school education and meeting the needs of the schools. The system of recruitment, selection and training of teachers leaves much to be desired as already observed by us in our earlier Report.

There are inter-district disparities in respect of provision of schooling facilities, and enrolment and attendance of students. There are also wide inter-district differences in the students' performance at High School and Higher Secondary examinations of the

State Board of Secondary Education. The results on the whole are also quite low, implying a huge wastage of the available resources.

The financial allocations for Education - both Plan and Non-Plan in percentage terms have been going down for the last few decades with the result that adequate money has neither been available to meet the needs of increased student enrolment nor to provide the minimum essential physical and other facilities like teaching aids in schools.

Keeping in view the present state of school education in Manipur and also keeping in view the emerging needs of the future, we are of the opinion that the State Government may evolve a clear policy perspective so that the development of school education in the State during the last decade of the present century may take place on sound lines. It may, inter alia, focus on -

- Education for all by 2000 A.D. with emphasis on removal of illiteracy of 15 to 35 age group and enrolling all children of 6 to 14 age group in schools or non-formal education centres;

- consolidation and strengthening of the education system with stress on improving the attendance and retention of children in schools, rationalisation of schools and raising the internal efficiency of the system;

- special attention to weaker sections of the community with a view to promote equity and social justice and reduce regional and other disparities;

- decentralisation and participative approach in educational planning and administration;

- improvement of quality of school education at all levels i.e. from Primary to Higher Secondary with a view to enable the students to achieve excellence in their pursuits;

- interface of school education with employment and self-employment by vocationalising Secondary/Higher Secondary education for the benefit of dropouts as well as of school leavers at the high/higher secondary stage;

- greater attention to science and technology, and at the same time paying due attention to

development of communication skills, inculcation of responsible citizenship and proper values and attitudes;

- Greater flexibility in the system through promotion of innovations and experimentations in curriculum, teaching-learning, evaluation, management of education, community participation, resource mobilisation, etc.;

- Emphasis on all round development of the personality of children through curricular, co-curricular and extra-curricular activities, and promotion of games, sports and adventure programmes;

- Promotion of life-long education through open learning system, self study, and use of distance education.

DEVELOPMENT STRATEGY

1. Equity and access

In the context of Universalisation of Elementary Education in Manipur, although there is substantial progress in enrolment of children of 6-14 age group, much needs to be done. There are at present already about 1,88,000 children (1,03,300 boys and 84,500 girls) of 6-11 age group in schools. Of 11-14 age group, there are already 75,100 children (38,600 boys and 36,500 girls) in schools. The Gross enrolment ratios including over-age and under-age children for 6-11 age group is 112.30 (119.30 for boys and 105.00 for girls). That for 11-14 age group is 66.80 (71.00 for boys and 62.50 for girls). The net enrolment ratio is, however, much less for both the groups.

There are inter-district disparities in the matter of enrolment and provision of facilities as detailed in Chapter 1. There are also disparities between male and female enrolment.

Whereas it may not be difficult to achieve Universal Primary Education by 1995, it may be quite difficult to achieve Universalisation of 11-14 age group even by 2000 unless special efforts are made. This is particularly important in view of the shortfall in the achievement of the target for enrolment for 11-14 age group during the VII Plan (1985-90) when only 70,000 children could be enrolled as against the target of 1,00,000.

The non-enrolled children will have to be covered through -

a) provision of Primary and Junior High Schools/NFE centres in unserved areas on the basis of school Mapping, etc. as suggested in this Report, in a phased manner;

b) enrolment of children in schools and non-formal education centres through special enrolment drive particularly in districts/areas where participation rate is low;

c) incentives for children belonging to weaker sections and those living in difficult, remote areas;

d) provision of more hostel facilities in some selected schools to enable the children in remote, backward areas to study in those schools;

e) special attention to bringing girls to schools/non-formal education centres.

2. Perspective planning

Whereas more than 90% habitations and over 97% population are already covered by the primary education facilities within 1 kilometre, there is lot to be done in the matter of providing schooling facilities for Junior High School stage for 11 to 14 age group children. Only about 60% habitations and 80% population are covered by the Junior High School facilities within 3 kilometres.

In order that the UEE is achieved at least by 2000 A.D., proper perspective planning requires to be done separately for Primary and Junior High School stages by formulating realistic, achievable targets for each year during the 1990s. Proper projections of the estimated child population by 2000 A.D. for age groups 6-11 and 11-14 will need to be made. Targets may have to be fixed separately for boys and girls for each district/zone.

3. Micro planning

Since there are regional disparities and some of the areas of Manipur are very backward, it would be advisable to adopt micro-planning approach for not only provision of schooling facilities but also for increasing enrolment and attendance and reducing the

drop-out rate. Micro planning strategies have been tried out with success in different parts of the country particularly for achieving the UEE and removal of adult illiteracy.

Districts like Chandel, Senapati, Ukhrul and Tamenglong have lower age-specific ratios for 6-14 age group as compared to the State ratio. Moreover, within the districts, there are disparities between rural and urban areas. There are some very backward, difficult areas where the participation rate of the school-going children is very low. The special areas within the districts will have to be identified and special programmes mounted so that the regional disparities get reduced.

The position in some of the autonomous District Councils is very alarming. In Tamenglong L.P. and Primary Schools the student enrolment has consistently gone down from 5801 in 1986 to 3647 in 1990. In Sadar Hills, similarly, the enrolment in L.P./Primary schools has gone down from 7812 to only 2799 in 1990. In Ukhrul and Chandel districts, the enrolment is almost stagnant and is not growing.

The Annual Plan for 1991-92 for Manipur envisages creation of nine ideal villages (one in each district of Manipur at the rate of Rs. 10 lakhs per village) for equity based development of cooperatives and employment generation. We feel that these villages may also be utilised as ideal areas for micro-planning for integrated development including educational development. In these villages, not only plans should be prepared for achieving universal enrolment of children of 6-14 age group within a specified time but also for achieving universal attendance.

Similarly, as per the V-All-India Survey, there are 234 school-less villages/habitations in Manipur. Efforts are being made by the Directorate of School Education to provide one-teacher/two teacher schools in these villages. It may be advisable to have a time-bound programme to meet the needs of the children of these villages for primary schooling. NFE centres may be opened, if necessary, where there are not adequate children to join a school.

4. Increasing Student Attendance:

The information about the percentage of children who actually attend the schools in different classes was not available to the Commission. However, from the various schools which the Commission visited and from

the various discussions the Commission has had with the groups of teachers, headmasters and others in different districts, it is observed that the percentage of actual attendance varies from 20% to 85% in different schools of the State. The Government schools in Hill districts and the schools of the District Councils have a very low actual attendance of students as compared to the students on rolls. Not only L.P. and Primary schools but also several Junior High, High and Higher Secondary schools - Government and aided - have very low attendance. The recent instructions of the Directorate of Education (Schools) making 75% attendance compulsory, it is understood, are not being duly followed. This phenomenon was distressing as it not only results in tremendous wastage of scarce resources of the State, it also makes the enrolment figures rather a farce because a large percentage of students who are shown to be on rolls have actually not been coming to the school.

There has, therefore, to be a marked shift henceforward, from mere enrolment to ensuring actual attendance of students in the classes. It would be advisable not to unnecessarily keep a student on roll if he/she does not attend the school continuously for three months unless there is a specific reason such as prolonged illness. The practice of putting in the attendance register simply a dot against the name of a student who is not present may be discontinued forthwith.

It is reported that a large number of students do not attend the school at the time of sowing, transplantation or harvesting season. In certain specific areas where this happens on a large scale, it would be advisable to adjust the school timings and vacations accordingly.

We also feel that there is need to increase student attendance through rapport with the parents and the community and by introducing some innovations and incentives. There may be some attendance scholarships for those students who put in hundred per cent attendance in a year. Moreover, some innovations like putting a flag outside the class-room of the class which has hundred percent attendance on a day or announcing the name of such class in the morning assembly the next day would also considerably help to improve student attendance in schools. The headmasters and teachers have an important role to play in this matter.

We are proposing in another section of this Chapter rationalisation of such schools which have poor

enrolment and attendance. We are also recommending that in the case of grant-in-aid schools the grant should be linked with and be dependent, inter alia, on the minimum actual attendance of students which may be prescribed for different classes, rather than only on the enrolment of students.

5. Reducing drop-outs

Equally important is the question of reducing drop-out rate. Whereas the most important reasons for drop-outs may be the poverty of the parents and their socio-cultural background, several research studies in different parts of the country have shown that drop-outs are also because of irrelevent and uninteresting curriculum and the poor quality of teaching-learning in the schools. The retention rate is high where curriculum is relevant and the quality of teaching-learning is able to sustain the interest of the child in the studies.

In District Council Schools, the drop out rate is by and large very high. In Chandel District, for example, out of 1936 students who were in 1A and 1B in 1986, only 76 (3.9%) remained by the time they reached class V. In Sadar Hills District, out of 4607 students who were in 1A in 1986, only 155 (3.4%) remained by the time they reached class IV in 1990. In Tamenglong District, out of 1697 who joined class 1A in 1986, only 92 (5%) remained in class IV in 1990.

One important thing that we have noticed in various schools of Manipur, especially in hill districts, is that the drop-out rate is highest at the end of classes KG 1A and 1B. It has been observed that it is generally as high as 70%. One of the possible reasons for such a state in our opinion is the existence of formal teaching in pre-primary classes. This is a matter which needs to be looked into immediately. As against the formal, structural and text-book based teaching, we propose that children of 3-5 age group should be given activity based education. Instead of asking them to cram for 3 to 4 hours every day, they should be involved in story-listening, singing, playing and undertaking creative activities with the help of pictures, toys, puppets and other materials drawn from environment. We would like to emphasize that the method of teaching pre-schoolers and the attitude of teachers towards early childhood education have to undergo a sea-change if the drop-out rate is to be reduced and the interest of the tiny tots in the studies has to be sustained.

6. Alternative approaches :

No single approach is likely to bring about the desired results. The traditional approaches have not proved quite successful. What is, therefore, required is to adopt non-traditional alternative approaches. Whether it is the question of provision of schooling facilities, enrolment or attendance, or whether it is the question of raising the quality of teaching-learning or of effective management of school education, or whether it is the question of mobilisation and utilisation of resources, a variety of alternative approaches suiting varying situations may bear speedier and better fruits. Moreover, use of new, modern techniques and technologies may ensure quantum jump in the development of education - both quantitative and qualitative.

LINKING EDUCATION AND WORK :

In view of the huge unemployment, particularly educated unemployment, the relevance of education assumes great significance. Although the Sixth and Seventh Five-Year Plans of Manipur envisaged Vocationalisation of secondary education, there has been practically no progress so far. Even the central financial assistance sanctioned for the purpose during the Seventh Plan could not be utilised. The draft Eighth five-year Plan of the State also envisages vocationalisation of secondary education.

The Annual Plan for 1991-92 for Manipur gives a major thrust to generation of productive employment opportunities through integrated area planning and development approach. The Plan also lays stress on vocationalisation of education.

During the nineties, Manipur has a large potential for creation of productive employment opportunities in different sectors. Agro-industry, non-conventional sources of energy, agricultural development, power and irrigation are likely to receive a boost. New avenues of employment and self-employment are likely to open up. These may include power-loom weaving, dehydration plants for ginger, water filters, timber seasoning, corn flakes and fruit canning and preservation. Manufacturing of products like cycle-tyres and tubes, cycle accessories, leather goods, plastic goods, agricultural implements and handloom accessories have also large possibilities. Similarly, poultry, bone crushing, goat rearing and dairy farming may be developed extensively. Tourism, textile designing, hotel management and catering, and small electronic units may have large emerging future.

As against 1.7% of population being job-seekers on the live registers of employment exchanges on an All-India basis the proportion of job-seekers on the live registers to the total population in Manipur is 7.9%. By 2000 A.D., the job-seekers may be around 4.82 lakhs in Manipur, according to an estimate. Introduction of Work experience and Vocationalisation of secondary/higher secondary education in Manipur has, therefore, to be an important development strategy for this decade so as to link education and work. Tamil Nadu is reported to have already diverted about 25 per cent of its students at higher secondary level, to the vocational stream. Karnataka offers vocational courses to nearly 12000 students at Plus Two level. Maharashtra introduced vocational courses in 1978-79. From 1988-89 it has introduced Minimum Competency Based Vocational Courses on the lines suggested by NCERT. In West Bengal, over 2000 students appeared in different Vocational Courses at the Higher Secondary Examination this year.

We would, however, like to strike a note of caution. Mere introduction of Vocational courses at Plus Two may not serve the purpose unless the students offering those courses are prepared in such a way that they are able to get jobs or start self-employment soon after they complete their courses. The experience of Karnataka has been that hardly 20% to 25% of the students trained in the Vocational courses could get gainful employment because the courses were mostly theoretical. Accordingly, Karnataka has from the current year (1991-92) introduced job-linked courses in very close collaboration with the industry. 15 such courses will be conducted for 1500 students for which some specific industries have been identified where the students will receive intensive practical training for 6 to 8 hours daily for eight months along with the regular working force during the 2nd year of the Vocational course. We recommend that in Manipur too, vocational courses may be planned in such a way that they are practical intensive and nearly half the time of the course is spent on Practical training in the concerned business, trade, industry or enterprise. Close collaboration with the concerned establishments, industry, etc. will, therefore, have to be necessary.

The Vocational Courses may be introduced not only in Higher Secondary classes in the schools but also in the Plus Two classes in the colleges.

Some of the Vocational courses may be of short-duration, say six months, particularly those of the service sector.

Financial assistance may be obtained from Government of India, Ministry of HRD, Department of Education, and under Central Scheme of Financial assistance for Vocationalisation of Secondary Education from Department of Science and Technology under MEGSAT Scheme (Mass Employment Generation through Science and Technology). Technical assistance may be obtained from the NCERT.

STATE ADVISORY BOARD OF EDUCATION

The Government may set up a State Advisory Board of Education to advise it from time to time on Policy issues and programmes of educational development in the State. The Board may meet under the Chairmanship of the Chief Minister at least once every year.

II. RAISING THE QUALITY

QUALITY : THE CONCEPT

Quality of education depends upon several factors. These include :

- Infrastructural facilities in schools
- Quality of curriculum and instructional/ learning materials
- Quality of teachers and teaching-learning
- Quality of pupil evaluation
- Students background and motivation
- Administrative efficiency, quality of supervision and organisational climate.

Often, quality is mistaken as being synonymous with a certain category of schools such as the unaided public (private) schools or with a particular medium of instruction such as English. Quality is not a factor which is an exclusive monopoly or prerogative of a particular set of schools or a particular medium of instruction.

Quality is a relative concept and varies from school to school, from one contextual situation to another. What we are concerned with to-day is the question of improving the quality of mass education especially in Government schools.

LACK OF ESSENTIAL FACILITIES

Absence of or inadequacy of even the minimum essential physical facilities and other teaching-learning aids in Government schools is a serious handicap in raising the quality of school education. Only 2.8% Government schools have 'pucca' buildings; 23.8% have partly 'pucca' buildings. Rest of the schools are either in 'Kuchha' buildings or in thatched huts. Out of about 2100 Government Primary schools only about 500 are pucca or partly pucca. Out of about 300 Government Junior High schools, only about 100 schools are either pucca or partly pucca. In the case of Government High Schools, out of about 180, more than one-third are in kuchha buildings.

As reported by the different District Councils, the position of the District Council L.P./Primary schools is quite disappointing in this regard. In Ukhrul district as many as 112 schools out of 156 are 'kuchha'; in Senapati district 59 out of 70 schools are 'kuchha'; in Chandel district, there is no pucca building, 67 schools are kuchha and 22 others are just in thatched huts; in Tamenglong district 92 out of 130 L.P./Primary schools are in thatched huts.

There is no fencing or compound wall in most of the Primary and Junior High schools in the State resulting in several class-rooms turning themselves into cattle-sheds before and after school hours. There are no facilities of a chowkidar in practically all the Primary and Junior High Schools leading to loss, pilferage and breakage of furniture and other materials provided to the schools. Several schools do not have toilet and drinking water facilities. Some do not have separate toilets for girls.

Moreover, there is lack of adequate furniture for students and teachers; schools are without Science Kits, teaching aids and library books. High Schools generally do not have any facility for doing science practicals. A detailed position in this regard is given in Chapter 1 of this Report.

We feel that it is essential to provide the basic necessities and proper environment for studies in schools.

POOR EXAMINATION RESULTS

The most important indicator of the academic standards is the results of various examinations particularly the High School and Higher Secondary

Examinations of the State Board. More than 60% students who appeared at the 1991 H.S.L.C. Examination have failed in the examination. In earlier years, the percentage of failure was higher. Only 1% of those who passed this year, have secured first division.

The pass percentage of Government High Schools at the HSLC 1991 Examination has been only 38.9% as against 43.6% of private unaided schools. Of the latter, again the pass percentage is much higher for unaided mission schools which is 60.2% against 36.3% of other unaided recognised private schools and 35.75% of aided high schools. Districtwise, many of the hill districts have been giving very poor performance at the Board's examinations. The number of Schools giving zero per cent result in different districts is quite high. At the 1990 HSLC Examination, 64 schools (16%) gave zero pass percentage. Another 127 High schools (32%) gave pass percentage below 20% and yet another 48 schools (12%) gave below 30% result. In all, 60% schools (239 out of 396) gave less than 30% pass. There was thus a tremendous wastage.

Besides, not many students are able to compete in the all-India competitions such as the Joint Entrance Examination for I.I.T., Pre-Medical Test of the Central Board of Secondary Education, other professional entrance examinations, National Talent search Examination of the NCERT, etc.

Whereas availability of essential physical infra-structure is important for raising the overall quality of school education, it would not be appropriate to belittle the importance of proper teaching-learning which, we are afraid, requires to be upgraded substantially.

UPGRADING ACADEMIC STANDARDS

a) IMPROVING TEACHER QUALITY

We have already recommended in our Report-1 certain measures for raising the quality of teahers. These include :

i) upgrading of minimum qualifications for teachers for future recruitment so as to raise the basic competence of the teachers

ii) making professional teacher training a pre-requisite for future appointment of teachers

iii) proper selection and recruitment of teachers

iv) regular orientation of inservice teachers through short term courses in the content and new methods of teaching-learning in different subjects for different classes, and

v) restructuring and strengthening teacher education.

b) IMPROVING TEACHING-LEARNING

We recommend that, in addition to the above, there are various other steps which may be urgently taken to raise the academic standards of school education. A multi-pronged approach is called for. Some of the major areas to be tackled are given below. The details may be seen in Chapter 4 of this report.

(i) Activity-based learning:

The present method of formal teaching in pre-primary classes should be replaced by activity-based teaching so that children develop interest in learning.

(ii) Minimum Learning Levels:

The NCERT has prescribed minimum levels of learning for primary classes as envisaged in the National Policy on Education (1986). The MLL should be followed in Manipur to attain at least the minimum levels of learning for different stages of school education.

(iii) Child-centred education:

For raising the quality of school education, particularly at the Primary stage, we feel that it is necessary to have child-centred education. This is particularly necessary in the case of first generation learners. Such children need individualised attention. Components of cognitive learning can be increased as the child progresses. Child centred approach will help to identify the weaknesses and strengths of each child and enable the teacher to take appropriate steps by way of remedial or enriched learning. Slow learners can, in this way, be properly taken care of. Gifted children may also, thus, receive special attention.

(iv) Checking of assignments:

We are afraid, our experience in this behalf has not been very happy. This is an area which is required to be tackled in all government, aided and un-aided schools of Manipur in a big way. Students have not only

to be given regular home and class assignments on different units taught, but the assignments have also to be properly checked by the teachers concerned so that the mistakes committed by the students are duly corrected and do not get repeated. The headmasters of the schools have to play an important role in monitoring the assignments and their corrections by the teachers every week. A proper record must be kept of this aspect of teaching-learning including the sample-checking by each headmaster.

(v) Pupil evaluation:

At present, by and large, there is no proper screening of students' performance until they appear at the High School Examination of the State Board. Consequently, neither there is the desired student motivation nor is there proper effort on the part of the teacher to identify and make up the weaknesses of the students. We, accordingly, recommend that -

(a) Continuous internal assessment should be introduced in each school right from Class I with certain weightage in annual promotion examination. Guidelines of the NCERT may be followed in this regard.

(b) Common annual examination for Classes V and VIII should be held at the state level. For other classes i.e. for Classes I to IV, VI, and VII the common annual/terminal examination may be held either by grouping schools at the school complex level or at the sub-divisional level, as the case may be, with the approval of the DEO/IOS concerned.

(c) It has to be ensured that the common examinations are properly conducted and that there is inter-district parity in the standards of evaluation. It should issue sample question papers if there is any major change in the syllabus or in the Text-books prescribed for any subject/class at any time.

(d) A State Board of Elementary Examinations may be set up to conduct common examinations at the end of classes V and VIII. It may be advisable for the schools managed by the Autonomous District Councils also to take these examinations in the interest of uniformity of standards and improvement of quality of primary education.

(vi) Teaching of Science and Mathematics:

It is observed that this is one of the weakest links in teaching-learning. There is a high incidence of failure in these subjects at the HSLC examinations of the State Board of Secondary Education. There are two basic reasons for such a situation - one, non-availability of suitable teachers and the other, non-availability of facilities for students to do practicals.

There is a centrally sponsored scheme to upgrade the quality of Science education. This may be fruitfully utilised in Manipur to improve the teaching-learning in Sciences.

Science is a subject which can be best learnt "by doing". Since Science is now a compulsory subject upto Class X, it is imperative that essential facilities for doing the practicals in Science are provided in each High School immediately.

We also recommend that the required number of teachers of Science and Mathematics should be provided in each High School. While providing the teachers, it should be kept in view that the teachers so posted in a school have the background and competence in teaching Science with Life Science, and Science with Mathematics, as the case may be. It has been observed in some schools that while Science graduates are available to teach Life Science, those to teach Mathematics are not there, or vice-versa.

We propose that Science Graduate teachers should be classified into two categories - (i) B.Sc. with Physics, Chemistry, Botany/Zoology and (ii) B.Sc. with Physics, Chemistry, Mathematics.

(vii) Teaching of Social Science

Arts Graduate teachers other than language teachers may also be classified into two categories - (i) those with History, Political Science and Geography and (ii) those with History, Political Science and Economics. This will do away with the mismatch of the teachers with the subjects required to be taught by them in the schools.

(viii) Teaching of English

Communication skills both oral and written - need to be upgraded considerably. Considerable practice assignments need to be given to the students to improve

their proficiency in English. In addition to text-books, supplementary reading in English requires to be encouraged. Simple, interesting library books of stories, great lives, discoveries and inventions, adventures and explorations suiting different age groups may help a lot in improving the comprehension and skills in English.

Moreover, the help of Central Institute of English and Foreign Languages, Hyderabad and the Regional Centre of CIEFL, Shillong may be sought for special orientation of the teachers of English. Help of the British Council may also be obtained in this connection.

(ix) Teaching of Hindi

It has been observed that there is shortage of Hindi teachers in many schools. This deficiency may be made good with the help of central assistance.

(x) Subject-related orientation of teachers

We would like to emphasize that subject-related orientation of inservice teachers is essential to upgrade the quality of teaching-learning in each subject - particularly at Junior High, High and Higher Secondary School Stages.

Special attention may be paid to those subjects in which teaching is not of the desired standard.

(xi) Innovations and experimentation

Teachers may be encouraged to undertake innovative methods of teaching-learning. Active involvement of students in the learning process through different activities is the best way to help improve curriculum transaction. Inter-disciplinary approaches by undertaking various projects in which there is interaction of different subjects are ideal for advanced learning.

(xii) Subject Teachers' Academic Forums

In order to promote professional growth of teachers, there should be Teachers Forums/Clubs for different subjects - such as English Teachers Literary Club, Mathematics Teachers Forum, Science Teachers Academic Centre, History Teachers Forum, SUPW Teachers Forum, etc. These Forums may be formed at sub-divisional/district/zonal levels and periodical meetings should be held to exchange and discuss

innovations and experimentations in the respective areas with a view to improve quality of the subject teaching. Subject bulletins, magazines, etc. may also be brought out periodically. District level or inter-district seminars and symposia may also be organised for different subjects.

INSTITUTE FOR ADVANCED STUDIES IN EDUCATION

It is necessary that the faculty of PGT College and SCERT undergo periodically orientation courses for upgrading their professional competence and making themselves abreast with the latest changes in teaching-learning in their respective disciplines. It is also necessary that micro and macro research studies are continuously conducted on different aspects of education. We, therefore, recommend that the Department of Education in Manipur University may be designated as Institute for Advanced Studies in Education (IASE), as envisaged in the Programme for Improvement of Secondary Teacher Education Institutions, Ministry of HRD, Department of Education, Government of India. The latter may be requested for central assistance (both recurring and non-recurring) for IASE on project basis under the said Programme. The Scheme is available up to 31.3.92.

ACADEMIC STAFF COLLEGE

For regular orientation of the lecturers of colleges including those teaching Plus Two classes in different subjects, an Academic Staff College may be set up.

TEXTBOOKS: THEIR QUALITY AND AVAILABILITY

We have been informed from different sources that text-books in various subjects and for different classes are not available in time i.e. at the beginning of the academic session particularly in the hill districts. In certain subjects the text books in the required medium are not available. This hampers the studies of the students considerably. Necessary steps need to be taken to streamline the production and distribution of textbooks. Special care needs to be taken of the schools in Hills and remote areas where it takes a long time for the books to reach. The supply of books to these areas must start at least a month and a half before the supply to other easily accessible areas commences each year.

Further, Text-book preparation, production, pricing and distribution etc. are specialised jobs.

Several States have set up Text-book Bureau/Corporation for improving quality of text-books and management of preparation, production and supply of text-books. We feel that a beginning may be made by setting up a Text-book Bureau for preparation, etc. of the text-books for classes I to VIII. Until the Bureau becomes a viable independent Department, it may function as a unit of the SCERT.

MEDIUM OF INSTRUCTION

According to the Rules of the Board of Secondary Education, Manipur, a student can offer either Manipuri, English, Assamese or Bengali as medium of instruction and examination for the High School and Higher Secondary examinations. For the lower classes, the medium of instruction is generally the mother tongue or the regional language. 5 tribal dialects are also recognised as media of instruction.

Certain difficulties have been expressed in some quarters about the teaching in the lower classes through recognised local dialects. This includes non-availability of textbooks in the different subjects through the medium of different dialects and non-availability of teachers to teach through these dialects. The District Council, Tamenglong has informed that the parents prefer English medium in lower classes and as there is no provision for English medium in Government and District Council schools, the parents like to send their children to private schools having English medium by paying high fees. It has accordingly suggested that English medium may be introduced in the schools of the Government and the District Council. Similar suggestion has been offered in some other quarters as well.

We have considered this question and are not in favour of replacing mother tongue or regional language by English as medium of instruction in the lower classes. However, we feel that students who want to offer English as the medium of instruction and examination at the High School and Higher Secondary examinations as permitted by the Board, should have the option to offer English as the medium of instruction in the lower classes also. If this is not allowed, such students may unnecessarily suffer a handicap in the High and Higher Secondary Classes. We are also of the opinion that English medium should not be the prerogative of only Mission schools or private schools run on those lines. The present situation, we fear, unnecessarily creates a dichotomy between Government and Private Schools and breeds the feeling of

inferiority and superiority, which is not at all desirable. It may be mentioned here that several States like Gujarat, Haryana, M.P., Kerala, Nagaland, Orissa, Rajasthan, Sikkim, and Arunachal Pradesh and Union Territories like Chandigarh and Delhi allow English as one of the media of instruction in Primary/Junior High classes.

The Government schools and the schools of the District Councils in Manipur may, thus, also have the option of teaching through English medium provided there is sufficient number of students offering that medium in a class of a School. This kind of flexibility will not only help to meet the popular demand but may also increase the retention power of the Schools of the Government and the District Councils leading to increased enrolment and attendance. While allowing English as medium of instruction, it should be ensured that the required textbooks and qualified and competent teachers are available to impart instruction through that medium. The Directorate may formulate necessary guidelines for allowing English as an optional medium in some Government/District Council schools.

LIBRARY AND READING HABITS

Most schools have either no library or if they have it, we were disappointed to observe that neither the teachers nor the students generally made use of it. This is a very serious matter in so far as raising the quality of school education is concerned.

Library is really the heart and soul of any school. We are of the opinion that each Primary, Jr. High, High & Higher Secondary School should be supplied each year a suitable number of library books in different subjects for different age groups. The system of issuing library books through class libraries should be encouraged so that reading habits and reading interests are developed in the students.

We have observed that the schools also normally do not get any periodicals like weekly, fortnightly, monthly or annual magazines. Periodicals like Science To-day and Children's magazines should be supplied to schools.

Names of new arrivals in the school library should be displayed on the school notice board and the list circulated among the teachers.

In High and Higher Secondary Schools, there should be a section for Teachers in the libraries so that there are books to suit their professional needs.

A library should also be maintained in the office of each IOS/DEO to enable the supervisory staff to keep themselves abreast of the latest developments in academic and administrative fields.

RECOGNITION OF MERIT

Meritorious students should be suitably encouraged. Not only the first few students in order of merit in each class or in different subjects should be awarded a certificate of merit, we propose that each student getting 60 percent marks or above in a class should be enrolled in a Scholars Register to be maintained by each school and he/she should be issued a 'Scholar's Certificate' in recognition of his/her achievement. Inclusion of a student in the Scholars Register and award of Scholar's Certificates may serve as a motivation and incentive for the students to strive for that honour. A student who continuously gets a Scholar's Certificate for three years, should be awarded a 'Certificate of Honour' or the like in recognition of his/her consistent record of high achievement.

Not only the academic achievement, but also the achievements in games, sports, art, music, dance, and other cultural activities may also be given proper recognition.

These simple things do not require any money but help a lot in boosting the morale and motivation of the students to learn and of the teachers to teach.

ATTITUDINAL CHANGE

What is most important is the need for an attitudinal change in the teachers who have to perform a major role in raising the quality of school education in Manipur. The teachers have not only to demonstrate that they are capable of extending the love and care which a child deserves, they have also to adopt newer techniques of teaching-learning which can contribute to achieving higher academic standards. Teacher is central to the educational system and the future of education really rests on the teacher. It is, therefore, the teacher with whom the responsibility of shaping the child lies. It is now for the teacher to ensure that there is a proper organisational climate for teaching-learning in the schools.

DISTRICT SCIENCE CENTRES

The Centrally Sponsored Scheme of the Government of India for improvement of Science Education provides

for setting up of District Resource Centres of Science Education. Financial assistance to the extent of Rs.1 lakh (as one time grant) may be provided by the Central Government for such a centre in each District if it is not already availed of. It is proposed that such Centres may be established in some of the existing schools/colleges of Manipur as envisaged in the Central Scheme so that the teaching of Science in schools may be upgraded.

The District Science Resource Centre could, inter alia, organise various activities for promoting Science in the schools of the district such as Science fair, Science exhibition, Science quiz competition, Science olympiad, etc. It could also bring out a Science newsletter/Science Magazine containing contributions from students and teachers.

STATE SCIENCE MUSEUM

We also propose that a State Science Museum should be set up at a suitable place in the State. The Museum should not only provide a panoramic view of the development of Science with particular reference to life and environment, and flora and fauna etc. of Manipur, but also display some innovative working models of scientific principles.

It may offer a very exuberating experience to visiting students and other persons and unfold the mystery and capabilities of Science in the human progress. Technical and other necessary help may be sought in this behalf from organisations like the Director General of National Museum, Calcutta, the Department of Science and Technology, Government of India, Department of Culture, Ministry of HRD, Government of India, the CSIR, the Museum of Natural History, New Delhi, the Science Museum of Pilani, I.I.Ts, etc.

The Director of the State Science Museum will have to be appointed after a very careful consideration. The person should have a vision besides the necessary acumen and scholarship in Science. He/she should be able to provide direction and leadership for setting up the Museum as well as for promoting scientific temper among the young minds in the State.

III. MANAGEMENT REFORMS

INSPECTION AND SUPERVISION

We are of the opinion that the existing system of educational inspection and supervision in Manipur requires complete revamping. It is not only the question of regulating and monitoring the attendance of teachers in schools, there are various other aspects of supervision which need to be given proper attention if the quality and efficiency of the education system are to be improved.

The fact that the academic performance of most of the Government and aided schools is very poor and disappointing and that there is a large incidence of failure at the Board's H.S.L.C. and Higher Secondary Examinations every year, is a slur not only on the teaching community but also on the inspecting and supervising staff. The quality of teaching-learning provided in schools is low and at the same time the academic leadership on the part of the inspector/supervisor is almost absent. There are no worthwhile programmes for academic improvement apart from the poor administrative control and weak financial management. The community participation and mobilisation of community resources are also insignificant.

We have analysed somewhat in detail in Chapter 3 of this Report the weaknesses of the existing system of inspection and supervision in the State of Manipur. We have also given a comparative position of some other States about the norms prescribed for inspections of schools, frequency of inspections to be conducted, and average number of schools to be supervised by an inspecting officer.

We are of the view that there is an urgent need to rationalise the existing norms prescribed by the Government of Manipur in respect of school inspection and supervision. The revised norms have been proposed in Chapter 3 of this report. The emphasis in the revised norms is on their feasibility and practicability. The existing norms, we are afraid, are being followed more in breach than through observance. For example, in actual practice there is hardly any system of annual full inspection of each school in vogue though it is laid down in the rules. The present norm of each school to be inspected by an A.I. four times a month is neither practicable nor desirable.

Moreover, inspection is not the only means of effective supervision. Nor do we think that an increase in the number of inspecting officers or in the frequency of inspections in the State is likely to bring about any substantial improvement in the quality and efficiency of the education system. The average number of schools supervised by an inspecting officer in Manipur is already less than that in several other States of the country. We feel, in the circumstances, that what is required is a non-traditional approach where modern alternative strategies are taken recourse to in order to bring about the desired change.

NEW TECHNIQUES

The thrust of the modernisation and strengthening of the inspection and supervision system has to be on a) decentralisation of the system and taking it closer to the grass-roots, b) adoption of participative approach by involvement of teachers, heads of schools and local community in the school evaluation process and c) making evaluation data-based and as scientific and objective as possible.

We recommend the following new techniques to be adopted for purpose of modernising and strengthening the inspection and supervision system :

i) Classification of all schools into 3 broad categories (Good, Average and Below average) on the basis of objective criteria to be developed by the SCERT and rationalisation of the existing norms of inspection so that the inspections are taken up according to the needs of the different schools.

ii) Delegation of some administrative and financial powers to the DEO/IOS with a view to expedite decision making and streamlining the administrative machinery.

iii) Formation of local School Management Committees (SMCs) for overseeing and monitoring certain aspects of the school functioning.

iv) Introduction of the system of school self-evaluation with the objective to involve the teachers in the school evaluation process and enable them to identify the weaknesses of the school and chalk out the remedial action.

v) Introduction of the system of Institutional Planning and Review.

vi) Adoption of the system of School Clustering/School Complex so that the school cluster becomes the lowest viable unit of planning and administration.

vii) Introduction of a proper Teacher Appraisal System and utilising it for training-need-assessment and decisions in matters like confirmation, crossing of E.B., promotions, disciplinary action, etc.

viii) Ensuring proper and speedy follow up of the Inspection Reports.

ix) Creation of EMIS (Educational Management Information System) and utilising it not only for educational planning but also for data-based monitoring of the performance of the schools.

The details of the new school evaluation and supervision techniques proposed above are given in Chapter 3 of this Report. The SCERT and the Directorate of School Education will have to play an important role in the implementation of these new techniques. They will not only have to evolve tools and quidelines for the purpose, but they will also have to provide leadership to facilitate these new concepts being properly implemented.

It may be advisable that some of these new techniques are implemented on a selective basis in certain areas to begin with, depending upon the suitability of the schools and the competence of the headmasters rather than in a routine manner all over the State straight away.

RAISING THE COMPETENCE OF SUPERVISORS

We have already recommended in our earlier report (Part-1) that the Recruitment Rules for different categories of Inspecting officers should be revised to upgrade the minimum qualifications for recruitment for the future.

In addition, we suggest that all the heads of schools and supervisory officers should be periodically put through an orientation course in educational planning and management so that they are kept abreast of the latest developments and new techniques of planning, administration and supervision, etc. Help for the purpose may be sought from the NIEPA (National Institute of Educational Planning and Administration)

for training of key persons in educational planning and management. With the help of such trained key persons, other supervisory personnel may be oriented regularly. The Director of School Education may take necessary measures in this direction in collaboration with NIEPA, SCERT and P.G. Training College.

ROLE OF SCHOOL HEAD

The school head has a very crucial role to play in the educational reconstruction of the State. He/she is a vital link in raising the quality of school education. Proper selection and placement of the heads of schools are, therefore, very important for future development of education. Since, at present only a few of the schools have regular headmasters appointed through proper selection, it is necessary that all future appointments of headmasters are made only through proper selection keeping in view the qualifications, experience and competencies - both academic and administrative.

NEW ROLE OF INSPECTING/EDUCATION OFFICERS

The Inspecting/Education officers of different levels have now a new role to perform and new responsibilities to discharge. They should no longer be concerned merely with inspection of schools. Inspection of schools is only one of their functions. They should provide necessary counselling and leadership in improving the administrative efficiency of the schools and raising the quality of their teaching-learning.

Improvement of attendance of children in schools, preparation of institutional plans and their implementation by schools, school self-evaluation, mobilisation of community resources, school complexes and their networking, continuous internal assessment of students, regular checking of pupils' assignments, innovations in teaching-learning, etc. are some of the matters to which the Inspecting/supervising staff have to pay considerable attention. They have to promote human relations approach and make the whole education system performance oriented.

Inspecting/supervisory officers have to function as catalysts of change. They will now have a new kind of accountability. Assessment of their work performance will need to be done henceforward in the light of their response to the new roles delineated above. The annual appraisal should bring out categorically the extent to which the new expectations are being met by each

officer. the ACR form may be suitably revised accordingly. The appraisal report may count for confirmaion, crossing of E.B., promotion etc.

RECOGNITION OF PRIVATE SCHOOLS

The matter of recognition of private schools in Manipur, we are afraid, requires a serious attention. Although the Manipur Non-Government Schools and Colleges Recognition Rules, 1975 and the Manipur School Education Act, 1979 lay down certain conditions for recognition of schools by the Government, they are not being duly followed in actual practice.

According to the aforesaid Act, no school shall be recognised unless it has adequate funds to ensure its financial stability and regular payment of salary and allowances to its employees, but it is hardly ensured at the time of granting recognition that the school will be able to sustain itself financially not only to meet its existing expenditure but also the expenditure on future expansion by way of increase in enrolment, addition to classes/sections/subjects, etc. Even the schools without the required physical facilities including land and building, library, laboratory, workshop, etc. are granted recognition. It is alleged in some quarters that there is political interference in the matter of granting recognition to private schools.

The result is that most of the recognised private schools (other than most of the mission schools) are unfortunately sub-standard schools. The teachers generally are not well qualified and motivated. They are paid a very meagre salary which is not at all comparable with that paid to a teacher in a Government school. It is unbelievable but all the same a hard fact that an unaided private (non-mission) High School in Thoubal District has been paying only Rs. 30/-p.m. to its teachers for last several years. Another such High School in the same district is paying only Rs. 320/-p.m. to its teachers. Thoubal district is, however, not an exception.

The service conditions of the teachers and other employees in the recognised private schools are appalling. As the managements of most of these schools are unable to bear the recurring and non-recurring expenditure of the school, the teachers have been pressing the Government to take over the schools or convert them into aided schools.

The standard of education in these schools, mission schools being generally an exception, has lot

of scope for improvement. A large proportion of private schools give a pass percentage below 30% at the HSLC Examination. Even the overall pass percentage of private unaided schools (other than mission schools) was only 36.32% and that of aided schools only 35.75%, both being lower than the Board's overall pass percentage at the HSLC Examination, 1991. In terms of qualitative results, the performance leaves much to be desired.

The percentage of private recognised schools in Manipur is quite high. Out of total 4323 schools, as many as 1721 (40%) are private schools. Of the total private recognised schools, 604 (35%) are aided and the rest 1117 (65%) are unaided. Of the latter, 53 are Catholic mission schools.

Actually, the large percentage of private recognised schools - aided/unaided - should have been an asset for the State as it is with the help of the community support that educational development in Manipur could have been much faster and easier. But, unfortunately, this is not what has happened.

GRANT-IN-AID PATTERN

The pattern of grant-in-aid to schools which is being followed in the State has made the matter of private schools more complicated. Whereas until 1977 a deficit system of grant-in-aid was followed, since 1977 grant-in-aid is allowed in respect of the salary and allowances of only a small proportion of teaching and non-teaching staff as approved by the Government for the purpose in an institution. This leaves a large section of the teachers of schools uncovered by the grant-in-aid. The approved teachers are stated to be sharing the grant-in-aid money with the unapproved teachers in most of the schools. Consequently, the Government-aided school teachers have, of late, been agitating for take over of all the aided schools by the Government. The Government, however, has decided in July 1991 not to take over the schools because of pancity of funds.

There are also schools of which one set of classes (e.g. Junior High) is approved for grant-in-aid whereas the other set of classes (e.g. High School Classes) in the same school is not so approved creating obvious problems for the school as well as the administration.

There are several aided schools which exist along with the Government schools on the same premises/campus on which the latter is situated.

The demand for provincialisation of private aided/unaided schools has been bothering some other states as well. Different patterns of grant-in-aid obtain in different States & Union Territories. Details are given in chapter 5 of this Report. In Delhi Administration, for example, 95 per cent of the expenditure on approved items (including salary of all teachers) is borne by the Government. In West Bengal, there are fully aided schools as well as some Anglo-Indian and non-Bengali medium schools getting only D.A. of their teachers from the Government fund. From 1987, the Government of West Bengal has revised the recruitment rules and procedure for selection and appointment of teachers in private recognised aided schools in order to check the mal-practices.

In Assam, the Government revised in 1989 the Regulations for Recognition of Higher Secondary Schools and Junior Colleges to make them more stringent. In Nagaland, apart from other conditions which are prescribed for recognition of private schools, the management is required to submit, at the time of applying for recognition of a new school, a certificate to the effect that the school shall not be handed over to the Government. The Central Board of Secondary Education prescribes stipulations which ensure availability of physical infrastructure and adequate financial viability of the school before even a temporary recognition is granted by it.

In Karnataka, no Primay School is eligible for grant-in-aid during the first three years. Because of the shortage of funds, grant-in-aid to new schools is almost stopped. The Maintenance Grant is subject to fulfilment of certain conditions. Some selected schools are also given Building Grant not exceeding one-half of the total estimated approved expenditure.

In Maharashtra, Primary schools are mostly Zila Parishad Schools but the majority of the Secondary Schools are private recognised schools. No grant-in-aid is sanctioned for the first 3 years. After an institution is approved for grant-in-aid, it is given 25% grant in 1st year, 50% in second year, 75% in the third year and 100% grant in the fourth year on total approved salary and non-salary expenditure. There is also an incentive grant for the schools which do very well. For details about comparative position in some States, reference may be made to Chapter 5 of this Report.

FUTURE STREAMLINING

In the interest of proper regulation of opening, upgrading and recognition of private schools, we are of the opinion that it is essential that no substandard school is recognised by the Government or the appropriate authority as the case may be. The back-door entry of substandard schools into the governmental system either by way of claiming grant-in-aid or by way of provincialisation has to be firmly checked. We have made detailed proposals for streamlining the existing system of opening and recognition of private schools and streamling grant-in-aid in Chapter 5 of this Report. We are of the view that no school which does not have the required land and physical infrastructure and no school which does not have adequate finances to incur the recurring expenditure on salaries, maintenance and academic programmes of the school should be granted recognition.

The Directorate of Education (Schools) or the authority concerned, such as the District Council, should ensure that there is genuine need for a new school to be set up in an area. This should be done on the basis of School Mapping. The existing norms regarding recognition may be reviewed in respect of distance from the existing schools in the area, enrolment of students, teacher pupil ratio, physical facilities, etc. in the light of the suggestions made by us in Chapter 5. Recruitment of teachers and their service conditions in private schools may be streamlined by laying down proper recruitment rules. Each teacher must execute a service agreement with the management before he joins the school. A form for such an agreement may be evolved by the Department. Upgradation of a recognised school and opening of new classes and subjects should be allowed only if the performance of the school - both academic and otherwise is very good. Most States now require the private schools to set up Reserve Fund of a substantial order before recognition is granted. The existing limits of Reserve Fund in Manipur need to be raised.

Pressure of any kind has to be resisted at all cost if the recognition of private schools has to be meaningful. Existing Act should be amended to enforce the strict application of rules, norms and conditions of recognition/upgradation/grant-in-aid. Setting up of private schools without proper facilities and financial resources may be considered as a cognisable offence as otherwise it tantamounts to playing with the lives of young children who join these schools in the hope that they will receive due care and attention but

ultimately have to suffer irreparable loss if the schools do not offer them proper environment and conditions for teaching-learning. Further, the responsibilities of the supervisory officers who are required to process the applications for recognition/upgradation etc. should be fixed and provision made for taking action against the defaulters.

There should be a monitoring cell in the Directorate to constantly review the performance of the private recognised schools.

The grant-in-aid rules need to be suitably reviewed in the light of suggestions made by us in Chapter 5. The system of partial meagre aid as it exists now requires urgent reconsideration. Before a new school is admitted to grant-in-aid, it must be ensured that it satisfies all the conditions laid down for the purpose. The pattern of grant-in-aid may be revised so as to have a slab system on the lines of the one obtaining in Maharashtra. For the first three years of recognition, no grant-in-aid may be given. If the school is subsequently approved for grant-in-aid after proper screening etc., 25% grant on total approved salary cost of teaching and non-teaching staff may be sanctioned in the first year, 50% in the second year, 75% in the third year and 90% in the fourth year of approval of the school as a grant-in-aid school. Each raise, i.e. 50%, 75% or 90%, as the case may be should not be automatic and may be granted only if the school satisfies all the conditions and is giving very good performance. The grant may be based on the salary of all the employees (not only a few) provided they fulfil the qualifications laid down and the number of posts does not exceed that prescribed under the staffing norms.

It may be advisable, as a policy, to strengthen the existing aided schools rather than sanctioning grant-in-aid to new schools in the coming future. Subject to availability of financial resources, the existing aided schools may be covered by the aforesaid grant-in-aid formula on a selective basis (merit being the main criterion), in a phased manner over a period of next five to seven years. All new appointments of teachers in the aided schools should be done only with prior approval of the Government. The schools which do not have the minimum prescribed student enrolment and attendance in each class, and whose performance - both academic and co-curricular - is not upto the prescribed standard may be excluded.

In so far as mission schools and other minority schools are concerned they may continue to receive the necessary protection as provided under Article 30 of the Constitution. However, it may be ensured that only qualified persons as per the qualifications prescribed by the Government, are appointed in these schools and academic standards are duly maintained.

RECOGNITION OF PRIVATE COLLEGES

The matter regarding recognition of Private colleges imparting Pre-University Courses is not that serious as it is in the case of schools. These colleges, at present, come under the perview of the Manipur University and the Directorate of Higher Education. However, in order to check the establishment of substandard colleges, it is necessary that recognition of private colleges is also regulated on the lines suggested above for the private schools. The grant-in-aid to private colleges may also be regulated on the lines suggested for the schools.

RATIONALISATION OF SCHOOLS

In the wake of phenomenal expansion of school education in the last few decades, there has been a mushroom growth of schools (Government schools, District Council schools, aided and unaided schools) all over the State. The schools have come up without any scientific basis with reference to the availability of another school closeby, without any assessment of the catchment area and school going population of that area, and also without any regard to the provision of essential physical and other facilities in the schools. The only argument for opening a school seems to have been the popular demand which, many a time, was also not based on a genuine need.

The mushroom growth of schools has led to low quality of school education. It has also caused avoidable strain on meagre resources of the State in so far as Government and aided schools are concerned.

There are several Government and District Council schools which are non-viable schools. The student enrolment in different classes is very poor. Reckoned in terms of student attendance, the non-viability of the schools becomes much more prominent. Despite poor enrolment and attendance of students, the number of teachers in such a school is generally very high, upsetting the teacher pupil ratio which many a time comes to only 4 to 9 pupils per teacher.

The need for rationalisation of schools has been felt by the Government for some years past. We understand there was an attempt in early 1970s to rationalise the schools by amalgamating certain non-viable Government schools with other viable schools but it was not successful. Another attempt was made a few years ago but that too became abortive. Past failures in this respect do not, however, take away from the need and merit of the rationalisation. In fact, it has now become urgent to undertake this reform. Delay may do more harm to the cause of eduacation in the State.

Rationalisation is, indeed, a difficult task. Unless it is based on scientific criteria, it may not be feasible.

We recommend that rationalisation of schools may be done in the light of the guidelines suggested by us in Chapter 2 of this report. School Mapping, norms for provision of schooling facilities, rationalisation of staffing norms, student enrolment and attendance are some of the important aspects which may be given special attention while undertaking rationalisation of schools in the State.

We have considered the representation of the Hill and Valley Elementary school Matron Association, as desired by the Finance Minister in his letter addressed to the Commission. As stated in Chapter 2, the posts of Matrons were created during the 6th Plan but some of the posts were given up subsequently as the financial assistance under the Scheme of the Central Government was discontinued. We feel that if the funds are available, the posts may be created in those L.P. schools where enrolment and attendance of students are of the prescribed minimum level for each class. The position may be reviewed, if necessary after two years.

COORDINATION AND LINKAGES

As it is, inter and intra-departmental coordination in the field of School Education is rather weak. There is lack of adquate coordination e.g. between the Directorate of School Education and the SCERT in the matter of curriculum, text-books and teacher-training. There is lack of coordination also between the District Councils and the Directorate of School education in the matter of Universal Elementary Education programmes. Adequate coordination is wanting also between the Board of Secondary Education and the Directorate of School Education.

We have already recommended in our Report-I to set up a Programme Advisory Committee for SCERT under the chairmanship of the Commissioner (Education) with representatives from concerned organisations including Directorate of School Education to strengthen the intra-departmental coordination.

We further suggest that a two-tier mechanism may be evolved to strengthen coordination and linkages in school education, as follows:

(i) In the first tier, there may be a District Education Coordination Committee with Dy. Commissioner of the district as Chairman. The CEO and DEO concerned along with the seniormost DI - one each from DEO's and CEO's offices may be the members. The DEO may serve as Member-Secretary. Deputy Secretary(Edn) and Principal, DIET may be invited when considered necessary.

(ii) In the second tier, there may be a State level Education Coordination Committee with Education Commissioner as Chairman. All the Directors of different branches of education, Chairman, Board of Secondary Education and others concerned may be members. The Dy. Secretary (Edn) may serve as Secretary of the Committee. All matters which affect more than one organisation/directorate, should come before this Committee for discussion and decision.

There should be monthly meetings of the State level Education Coordination Committee with a formal agenda. The District level Committee may meet once in two months. Special meetings may be convened earlier, if required.

LOCATION OF PLUS TWO

Conceptually, the 'Plus two' classes are part of the school system. In Manipur, they are located both in Higher Secondary Schools and in Colleges. The number of Higher Secondary students is very small - less than 2,000, whereas the number of P.U. students is over 16,000. There is obvious preference on the part of parents to send their children to P.U. Colleges rather than to Higher Secondary Schools after H.S.L.C. The P.U. Colleges are also by and large better equipped as compared to many Higher Secondary Schools.

From the current academic session, the Government has decided to admit students to Plus Two classes even in those Colleges from which P.U. Courses were earlier delinked. In view of this and for the reasons stated in the foregoing paragraph, we feel that Plus Two may continue both in Higher Secondary and Colleges. The Higher Secondary Schools which are non-viable may be gradually wound up.

COUNCIL FOR HIGHER SECONDARY EDUCATION

It may be advisable to have a separate Council for Higher Secondary Education so that the development of Plus Two takes place on proper lines. The Council may conduct Higher Secondary Examinations both for Higher Secondary schools and colleges.

EDUCATIONAL FINANCE

The available resources are not adequate to meet the needs of quantitative expansion and qualitative improvement of school education in the State. Only about 18% of Non-Plan and only about 6% of Plan outlay for the State is allocated to Education. For school education, Plan outlay is only 2%.

The share of Elementary Education out of the total allocation for General Education, has been declining over the years. As against 54.8% allocation for Elementary Education out of total education expenditure in 1984-85, it is now only 44.51% for Elementary Education in 1991-92, which is indeed a substantial reduction in the outlay for Elementary Education during the last seven years. This trend needs to be reversed immediately.

In the interest of equity and access of education to weaker sections and with a view to universalise elementary education, more schools may be needed in Manipur in some areas. Moreover, since nearly 75% of the Government school buildings are either 'kuchha' or in thatched huts, additional money is required for constructing the remaining school buildings. Additional rooms are required in several schools to cope with the expansion of elementary education. All this will have to be provided in a phased manner.

As against the estimated expenditure of about Rs.14.20 crores required for construction of Elementary School buildings, only Rs. 8.20 crores have been provided in the Draft VIII five-year Plan. There is also a shortfall of buildings for High Schools.

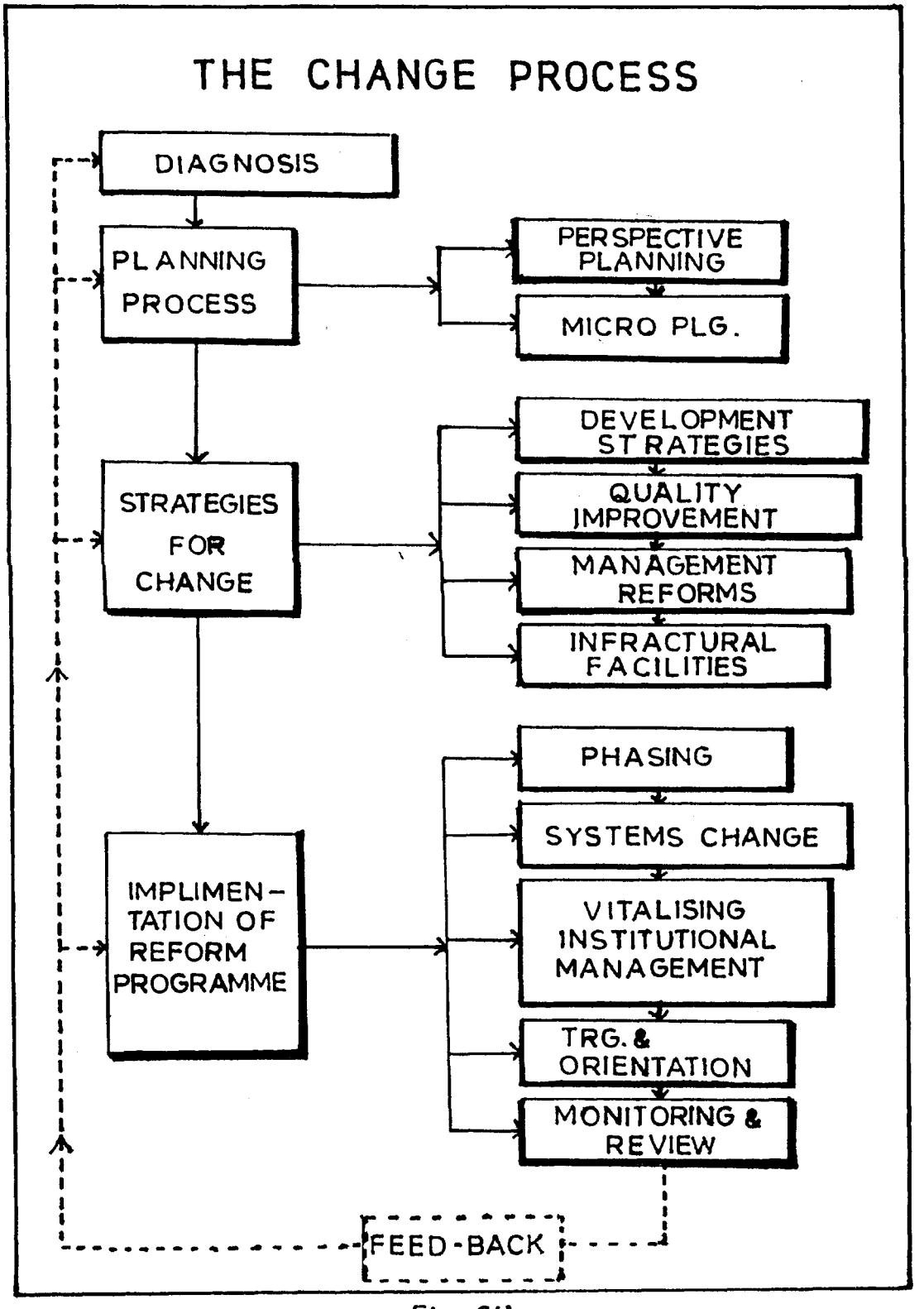
THE CHANGE PROCESS
DIAGNOSIS
PLANNING PROCESS
PERSPECTIVE PLANNING
MICRO PLG.
STRATEGIES FOR CHANGE
DEVELOPMENT STRATEGIES
QUALITY IMPROVEMENT
MANAGEMENT REFORMS
INFRACTURAL FACILITIES
IMPLIMEN-TATION OF REFORM PROGRAMME
PHASING
SYSTEMS CHANGE
VITALISING INSTITUTIONAL MANAGEMENT
TRG. & ORIENTATION
MONITORING & REVIEW
FEED-BACK

Fig. 6'1

Furniture, equipment and teaching aids have to be provided to schools as detailed earlier. Besides, teachers' quarters in remote, difficult, hilly areas have to be built. More money will, therefore, have to be mobilised from Finance Commission, Planning Commission, North East Council and other sources including the community. Various Central Schemes such as Border Area Development Programme, Jawahar Rojgar Yojna, Tribal Sub Plan, Integrated Rural Development Programme, etc. have to be utilised fully.

We would like to emphasise that as envisaged in the National Policy on Education (1986), investment on education should be raised to 6 per cent of the national income so that the State like Manipur may get additional resources needed by it for development of school education.

We would also like to stress that the Centrally Sponsored Schemes of Operation Black Board, NFE, Hindi teachers, improvement of Science teaching, vocationalisation of Secondary education, etc. will have to be optimally utilised to derive the maximum benefit from them for achieving Universal Elementary Education and raising the quality of school education in the State. Emphasis will also have to be laid on non-monetary inputs by improving the administrative efficiency and reducing the wastages in expenditure as suggested by us in this Report.

THE CHANGE PROCESS

The Commission has diagnosed the existing systems in depth. It has looked into the problems & difficulties and made various recommendations to suit the needs of Manipur.

The Reform Programme envisages a major change in the planning process. New strategies have been suggested to bring about the desired change. The Programme requires to be implemented in a phased manner. Various existing systems would need overhauling and modernisation on the lines recommended by us. The Institutional management will have to be particularly geared to shoulder the new responsibilities. The teachers, the headmasters, the field supervisors, the senior educational administrators, the educators and all others concerned will have to be oriented to the new systems so as to build the required competencies in them to meet the challenges of the future. All this will require an efficient and determined management of the change process. A schematic diagram of the Change Process is given in Figure 6.1.

POLITICAL WILL

In ultimate analysis no reform programme can succeed without the requisite political will. Whether it is the question of universalisation of elementary education or rationalisation of schools, or whether it is the question of raising the quality of teachers and teaching-learning or of modernising the inspection and supervision system, a strong political will and a concerted effort would be called for. We are confident that the same will be forthcoming in an abundant measure to accelerate the development of school education in the State in the dacade of the nineties.

APPENDIX 1

GOVERNMENT OF MANIPUR
EDUCATION (S) DEPARTMENT

N O T I F I C A T I O N
Imphal, the 8th February, 1991

No. 7/43/90-SE(S) :- Whereas the Government of Manipur has been actively considering the removal of anomalies in the organisational structures and qualification of teachers in the Education Department so as to rationalise and improve the pay structure of teachers and remove the serious bottlenecks in maintaining and bringing up the standards of Education in the State.

2. And whereas the Government of Manipur considers it fit to appoint a State Commission to examine and report on the ways to achieve the above objectives.

3. Now therefore the Governor of Manipur is pleased to appoint a State Commission to be known as "The Education Commission" consisting of :-

1. Dr. R.P. Singhal - Chairman
2. Shri L. Tomcha Singh, Retired Director of Education - Member
3. Shri A.K. Ibohal Singh, * Retired Principal of P.G.T. College - Member
4. Shri N. Kunjamohan Singh, Principal, C.I. College, Bishnupur. - Secretary,

4. THE TERMS OF REFERENCE TO THE COMMISSION ARE AS UNDER:-

i) to suggest rationalisation in the hierarchy of school teachers (including Higher Secondary Schools) having regard to the pattern prevailing in this behalf in the neighbouring States, and training facilities for teachers in Manipur.

ii) to suggest a scheme of Rationalisation of School Structure specially in the Elementary Education Sector in the State having regard to the pattern in other States.

iii) to review the existing service conditions of the Schools and Higher Sec. School teachers having regard to the conditions of service in other States and the over-all financial resources of the State.

iv) to review the existing arrangements for promotion of teachers to Administrative posts within the Directorate of Education having regard to the practice for such appointments in other States.

v) to suggest ways and means of improving the quality of Education in the Schools and Higher Secondary Schools especially those under the Government with special reference to existing Inspecting and Monitoring arrangements and Teachers' Training Programmes.

vi) to review the existing arrangement for regulating, opening and recognition of Private Schools/Colleges.

5. The Commission will submit its report to the Government within 4 (four) months** from the date of publication of this Notification.

By orders in the name
of Governor,

Sd/-

(P.L. Thanga)
Commissioner Education,
Government of Manipur

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* Resigned w.e.f. 24.6.91 to take up another assignment.

** Since amended as nine months.

APPENDIX 2

GOVERNMENT OF MANIPUR
SECRETARIAT : EDUCATION (S) DEPARTMENT

N O T I F I C A T I O N
Imphal, the 10th February, 1991

No.7/43/90-SE (S) : In partial modification of the Notification of even number dated 8-2-91, the Governor of Manipur is pleased to incorporate the following terms of reference to the State Education Commission, Manipur in addition to the existing ones :-

4(vii) The Commission shall look into the pay scales of non-cadre posts in the Youth Affairs & Sports Department, Manipur and shall make appropriate recommendation. The Department of YAS shall be responsible for supplying all relevant required documents to the Commission and shall render necessary co-operation.

(viii) The Commission shall look into the pay scales of teachers and lecturers of Schools and Higher Secondary Schools and shall make appropriate recommendations.

By orders & in the name of Governor,

sd/-

(P.L. Thanga)
Commissioner (Edn.), Government of Manipur.

APPENDIX 3

DEPARTMENTS/SCHOOLS/OFFICES/INSTITUTIONS VISITED BY THE COMMISSION
During the 2nd phase of its work

1. Directorate of Education (S), Government of Manipur.
2. SCERT, Government of Manipur.
3. Department of Economics and Statistics, Government of Manipur.
4. Department of Planning, Government of Manipur.
5. Office of DEO, Kangpokpi Sadar Hills District, Kangpokpi.
6. Office of IOS, Zone-I, Imphal.
7. Office of IOS, Zone-II, Imphal.
8. Office of IOS, Bishnupur.
9. Office of IOS, Thoubal.
10. Chingning Primary School (Govt.), Bishnupur.
11. Bishnupur Chingning (Aided) Junior High School, Bishnupur.
12. Bishnupur Girls High School (Govt.), Bishnupur.
13. Johnstone Higher Secondary School, Imphal.
14. Chaobok Tairenmakhong L.P. School (Govt.), Thoubal District.
15. Pujari Girls' High School, Khangabok, Thoubal District (Unaided recognised).
16. Athokpam High School, Athokpam, Thoubal District (Unaided recognised - Co-educational)
17. Liberal College, Luwangsangbam (aided college)
18. Donbosco, Imphal.
19. Board of Secondary Education, Manipur, Imphal.
20. Lilong Haoreibi College (Govt. College), Lilong, Thoubal District.

21. Directorate of Primary Education, West Bengal, Calcutta.

22. Office of Commissioner of Public Instruction, Government of Karnataka, Bangalore.

23. Department of School Educational Research and Training (DSERT), Karnataka, Bangalore.

24. Directorate of Public Instruction, Primary Education, Karnataka, Bangalore.

25. Board of SSLC Examinations, Karnataka, Bangalore.

26. Directorate of Pre-University Education and Examinations, Karnataka, Bangalore.

27. Directorate of Public Instruction, Vocational Education, Karnataka, Bangalore.

28. SCERT, Maharashtra, Pune.

29. Directorate of Education (Schools), Maharashtra, Pune.

30. Maharashtra State Board of Secondary & Higher Secondary Education, Pune.

31. Maharashtra State Bureau of Text-books, Pune.

32. Institute of Audio-visual Education, Pune.

33. Zila Parishad Primary Schools, Bopkhel, Haveli Block, Pune District.

34. Ministry of HRD, Department of Education, New Delhi.

35. National Institute of Educational Planning & Administration, New Delhi.

36. National Council of Educational Research & Training, New Delhi.

37. British Council Division, British High Commission, New Delhi.

38. Maha Union High School, Chandel, Manipur.

39. Moreh Government High School, Moreh (Chandel Dist).

40. St. George School, Moreh.

41. Tengnoupal Government High School, Tengnoupal (Chandel Dist.).

APPENDIX 4

DISTINGUISHED PERSONS/OFFICERS MET BY THE COMMISSION
During the 2nd phase of its work

1. His Excellency Shri Chintamani Panigrahi, Governor.
2. Hon'ble Shri R.K. Ranabir Singh, Chief Minister.
3. Hon'ble Shri H. Thoithoi Singh, Minister of Education.
4. Hon'ble Shri T.N. Haokip, Minister, Tribal Development & Backward Classes, Manipur.
5. Hon'ble Shri Kh. Jibon Singh, Minister for Arts & Culture.
6. Hon'ble Shri Thangkhanlal, Minister of State for Education.
7. Hon'ble Shri M.Deven Singh, Minister of State for Youth Affairs & Sports.
8. Shri H.V. Goswami, Chief Secretary.
9. Shri P.L. Thanga, Commissioner (Education).
10. Shri M. Luikham, Commissioner (Hill and Tribal Development)
11. Shri L.S. Thangjom, Commissioner, Youth Affairs & Sports.
12. Prof. V.K. Ahluwalia, Vice-Chancellor, Manipur University.
13. Shri Naved Masood, Finance Secretary.
14. Shri M. Brajabidhu Singh, Joint Secretary, Youth Affairs and Sports.
15. Dr. Suresh Babu, Deputy Secretary (Education).
16. Shri Ph. Ratan Singh, Under Secretary (Education).
17. Shri Th. Bira Singh, Director of Education (Schools).
18. Shri K. Mani Singh, Director, SCERT.

19. Shri A.R. Khan, Director of Census Operations, Manipur.

20. Shri Heni, Formerly Director, Youth Affairs & Sports.

21. Shri Yangkahao, Chairman, Board of Secondary Education, Manipur.

22. Shri S. Nabachandra Singh, Secretary, Board of Secondary Education, Manipur.

23. Shri Chitamani Singh, Addl. Director of Education (Planning), Directorate of School Education.

24. Shri Th. Nabakumar Singh, Addl. Director of Education (Hills), Directorate of School Education.

25. Shri Th. Shamungou Singh, Addl. Director of Education (Valley), Directorate of School Education.

26. Dr. K.B. Singh, Asstt. Director, Census Operation, Manipur.

27. Shri I. Chandramani Singh, Inspector of Schools, Zone - I, (along with D.Is & A.Is of the Zone).

28. Shri N. Manglem Singh, Inspector of Schools, Zone-II (along with D.Is & A.Is of the Zone).

29. Shri Megha Akoijam, Inspector of Schools, Thoubal District Thoubal (along with D.Is & A.Is of the District) .

30. Shri H. Chongloi, DEO, Sadar Hills District, Kangpokpi (along with D.Is & A.Is of the District).

31. Shri A. Aza, DEO, Ukhrul.

32. Shri N. Chaoba Singh, Inspector of Schools (Zone IV), Bishnupur (along with D.Is and A.Is of the District).

33. Shri N. Ashuli, DEO/Tamenglong.

34. The Research Officer, Department of Economics and Statistics, Government of Manipur.

35. Principals and Headmasters of Higher Secondary, High and Junior High Schools, Sadar Hills District, Kangpokpi (25).

36. Principals and Heads of Higher Secondary and High Schools (Government and aided) Zone I, Imphal. (36)

37. Principals/Headmasters of Higher Secondary, High and Junior High Schools (Government, Aided and Unaided) Zone II, Imphal (about 60).

38. Principals/Headmasters of Higher Secondary and High Schools, Thoubal District (about 30)

39. Principals/Headmasters of Higher Secondary, High and Junior High Schools, Bishnupur District (about 25)

40. Shri S.R. Luikham, CEO/Autonomus District Council, Ukhrul.

41. Shri R.H. Nungate, CEO/Autonomus District Council, Churachandpur.

42. Shri R.K. Ragaisin, CEO/Autonomus District Council, Tamenglong.

43. Shri T. Lhouvum, CEO/Autonomus District Council, Senapati.

44. Shri Th. Indra Singh, Principal, Liberal College, Luwangsangbam.

45. Shri V.D. Tombing, Principal, Lilong Haoreibi College, Lilong, Thoubal District.

46. Shri N. Surendra Singh, Vice Principal, Liberal College, Luwangsangbam.

47. Fr. N.J. Cyriac, Principal, Donbosco School, Imphal.

48. Headmasters (25) of Mission Schools of Manipur.

49. Faculty of SCERT, Manipur.

Other States

50. Shri D. Ghosh, Director of School Education, Government of West Bengal, Calcutta.

51. Dr. A.K. Das, Joint Director of Education (Primary), Government of West Bengal, Calcutta.

52. Shri P.K. Guha, Deputy Director of School Education, Government of West Bengal, Calcutta.

53. Shri S.V. Ranganath, Commissioner for Public Instruction, Government of Karnataka, Bangalore.

54. Shri A.A. Poovaiah, Director of Public Instruction (Sec. Edn), Karnataka, Bangalore.

55. Shri K. Shanthaiah, Director of Public Instruction (Pry. Edn), Karnataka, Bangalore.

56. Smt. L. Sharadamma, Director & Chairman, State Board of Secondary Education, Karnataka, Bangalore.

57. Shri Y.R. Achyutharao, Director of Public Instruction (Research & Training), Karnataka, Bangalore.

58. Shri H. Puttaiah, Director of Public Instruction (Vocational Education), Karnataka, Bangalore.

59. Shri Ramaseshan, Director of Public Instruction (Mass Edn.), Karnataka, Bangalore.

60. Shri R.H. Kanade, Director of Public Instruction (Pre-University Education).

61. Shri S.S. Salgaonkar, Director, SCERT, Pune.

62. Shri Basant Patil, Director, Bureau of Text-books, Maharashtra, Pune.

63. Shri S.A. Deokar, Jt. Director of Education, Maharashtra, Pune.

64. Shri S.B. Chandekar, Deputy Director of Education (Primary), Maharashtra, Pune.

65. Shri R.B. Phansalkar, Deputy Director of Education (Secondary), Maharashtra, Pune.

66. Shri Joshi, Deputy Director, SCERT, Pune.

67. Shri S.T. Madawi, Deputy Director, SCERT, Pune.

68. Shri K.L. Vyopari, Principal, Audio-visual Institute, Pune.

69. Shri D.R. Gogate, Secretary, M.S. Board of Secondary & Higher Secondary Education, Pune.

70. Shri S.M. Kavchale, Research Officer, M.S. Board of Secondary and Higher Secondary Education, Pune.

71. Shri Kusmude, E.D.P. Manager, M.S. Board of Secondary & Higher Secondary Education, Pune.

72. Shri S.B. Jagtab, D.E.O. (Primary), Pune.

73. Shri M.D. Pawar, Block Education Officer, Haveli Taluka, Pune District.

74. Shri S.H. Dhekne, Deputy Education Officer, Pune.

75. Shri Gund, Extension Officer (Edn), Zila Parishad, Pune.

Government of India

76. Prof. J.S. Rajput, Joint Educational Adviser, Ministry of H.R.D., New Delhi.

77. Shri B.N. Nanda, Deputy Director, Ministry of H.R.D., New Delhi.

78. Prof. Satya Bhushan, Director, National Institute of Educational Planning & Administration (NIEPA), New Delhi.

79. Shri B. Mahajan, Executive Director, NIEPA, New Delhi.

80. Prof. J.B.G. Tilak, Head, Educational Finance Unit, NIEPA, New Delhi.

81. Prof. B. Ganguli, Dean (Acad), NCERT, New Delhi.

82. Dr. Ved Prakash, Elementary Education Division, NCERT, New Delhi.

British Council

83. Miss Kanta Vadehra, Education Officer, British Council, New Delhi.

N.B. The list of officials whom the Commission met during the first phase of its work, is given in Report - 1 of the Commission.

APPENDIX 5

DOCUMENTS/REPORTS/BOOKS ETC. STUDIED/REFERRED TO BY THE COMMISSION
During the Second phase of its work

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5. Draft Eighth Five Year Plan 1990-95 and Annual plan 1991-92 Statements, Volume-III, Planning Department, Government of Manipur.

6. Eighth Five Year Plan (1990-95), Meghalaya State Planning Board, Planning Department, Government of Meghalaya, July, 1990.

7. Recast Annual Plan on General Education, 1990-91, Education Department (S), Government of Manipur.

8. Demands for Grants: Demands Nos. 1 to 10 for 1989-90, Government of Manipur, March 1989.

9. Draft Annual Plan 1990-91, Review & Outline, Vol. I, Planning Department, Government of Manipur.

10. Draft Eighth Five Year Plan 1990-95 and Annual Plan 1991-92, SCERT, Government of Manipur.

11. Draft Eighth Five Year Plan 1990-95 for University & Higher Education and Annual Plan 1990-91, Directorate of Education (College & Hr. Education), Government of Manipur.

12. Annual Plan (1991-92) - Manipur, Planning Commission, State Planning Division, Government of India.

13. State Education Commission, Report-I, Government of Manipur (June 1991).

14. Manipur Education Code, Government of Manipur, Education Department (1982).

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16. Manipur School Education Act, 1979, Manipur Act 16 of 1979, Manipur Gazette Extra ordinary, No. 354, Government of Manipur (20 December 1979).

17. The Manipur Non-Government Schools & Colleges Recognition Rules 1975, Government of Manipur.

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23. A picture of Manipur Budget 1972-73 to 1989-90, Directorate of Eco. & Stat., Manipur Government (1990)

24. Curriculum and Syllabus for Classes I-V - 1989-90, SCERT, Manipur (1990)

25. Curriculum and Syllabus for Classes VI-VIII - 1989-90, SCERT, Manipur (1990).

26. Curriculum and Syllabus for Classes IX and X, Board of Secondary Education, Manipur (1990).

27. Curriculum and Syllabus for Classes XI and XII, Board of Secondary Education, Manipur (1990).

28. Board of Secondary Education, Manipur : Schoolwise Results for HSLC Examination for the year 1988, 1989 and 1990.

29. Selected Information on School Education 1988-89,

Ministry of HRD, Department of Education, Govt. of India, New Delhi (1990).

30. National Policy on Education 1986, Ministry of HRD, Department of Education, Government of India, (1986).

31. Programme of Action, Ministry of HRD, Department of Education, Government of India (1986).

32. Scheme of Improvement of Science Education in Schools, Ministry of H.R.D., Department of Education, Government of India (1988).

33. Scheme of Environmental Orientation to School Education, Ministry of H.R.D., Department of Education, Government of India, 1988.

34. Scheme of Vocationalisation of Secondary Education, Ministry of H.R.D., Department of Education, Government of India, 1988.

35. Selected Educational Statistics - 1987-88, Ministry of H.R.D., Department of Education, New Delhi (1989); and 1989-90 (1991).

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38. Guidelines for setting up and management of School Complexes, NIEPA (1986).

39. Singhal R.P., et al, School Inspection System-A Modern Approach, NIEPA; Vikas, New Delhi (1986) .

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41. Singhal R.P., Efficiency, Administration and Management of Secondary Education, A paper presented at the UNESCO's Study Group Meeting on Reorientation and Reform of Secondary Education, UNESCO, Bangkok (1987).

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57. Maharashtra Employees of Private Schools (Conditions of Service) Rules, 1981, Government of Maharashtra Education Department.

58. Secondary Schools Code (Revised Edition, 1979), Government of Maharashtra, Education, Employment and Youth Services Department.

59. Syllabi for Standards XI & XII (For the Higher Secondary Certificate Examination), Minimum competency Vocational Subjects (Volume I), Maharashtra State Board of Secondary and Higher Secondary Education, Pune 411010.

60. Syllabi for Standards XI & XII (For the Higher Secondary Certificate Examinations), General Subjects, Maharashtra State Board of Secondary and Higher Secondary Education, Pune 411010.

61. Handbook for Teachers of Higher Secondary Standard XII, Scope and limitations of the syllabi in Physics, Chemistry, Biology, Mathematics (For Arts & Science), November 1986, Maharashtra State Board of Secondary and Higher Secondary Education, Pune 411010.

62. Syllabi for Standards VII, IX & X (To be introduced in Standards VIII, IX and X from the academic years 1982-83, 1983-84 and 1984-85 respectively), September 1981, Maharashtra State Board of Secondary and Higher Secondary Education, Pune.

63. Self-Evaluation for Primary Teachers, State Institute of Education, Maharashtra State, Pune.

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65. Report of the Education Commission, Meghalaya, (1977).

66. Government of Meghalaya - Curriculum for Classes I-XII, Education Department (1990).

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