



ASSAM

REPORT OF THE STUDY OF ADMINISTRATION OF ELEMENTARY EDUCATION

In Relation To THE PROGRAMME OF UNIVERSALISATION

* November 30, 1979 *

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A S S A M

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THE STUDY OF ADMINISTRATION OF ELEMENTARY
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A S S A M

PREFACE

P R E F A C E

In the 6th Five Year Plan a very high priority has been laid to the Programme of universalisation of Elementary Education which has been defying solution till date. Universal Elementary Education is a Constitutional Directive under article 45 of the Indian Constitution, which, in fact, was to be fulfilled in 1960. This is a problem of tremendous magnitude for the fact that with the increase in population, the number of School going children is rapidly increasing in addition to the huge backlog of non-attending children coupled with the constraints of financial and manpower resources. To provide for the non-enrolled children is itself a most complex and challenging task. Further, Universal Education implies universality of provision, universality of enrolment and universality of retention. Each is a gigantic task and involves many aspects and implications. In addition to great stress on financial and human resources for success of each of the above aspects of universalisation, the task implies that efforts will have to be made for re-organisation of the system of administration to gear it up for maximum efficiency. It goes without saying that the qualitative aspect will also have to be toned up proportionately.

The Govt. of India has decided to give top-priority to universalisation of elementary education in the 6th Five Year Plan following the recommendation of

the Draft National Policy on Education(1973). A working group on universalisation of Elementary Education was set-up under the Chairmanship of Sri P. Sabanayagam, Education Secretary, Ministry of Education and Social Welfare Govt. of India. The working group reviewed the progress of Elementary Education till the end of 5th Five Year Plan and suggested measures about priorities and approaches for universalisation of Elementary Education during the 6th Five Year Plan period.

While studying, the working group inter-alia found that more than three-fourth of non-enrolled children in the age group 6-14 were in the 9 educationally backward States of India viz, Andhra Pradesh, Assam, Bihar, J & K, U.P., Madhya Pradesh, Orissa, Rajasthan & West Bengal. Among the non-enrolled children, it was found that majority of the non-enrolled children were either girls or belonging to the Scheduled Castes, Scheduled Tribes and O.B.C.Communities. As is indicated, the problem of universalisation is essentially the problems of these nine educationally backward States of India.

It is obvious that multipronged measures will have to be adopted to achieve this gigantic task. One of such measures is obviously strengthening of the educational administration. The working group, therefore, among other things recommended that a study of the administration of Elementary Education in relation to the programme of universalisation be undertaken in the above mentioned 9 educationally backward States with the co-ops

co-operation of the respective State Governments. The study was to be conducted under the overall guidance of the National Staff College, New Delhi. Objectives of this indepth study is detailed in the Chapter- III.

In pursuance of the decision taken in the meeting of the Education Secretaries and Directors of Education of the 9 educationally backward States of India (mentioned above) held in Vigyan Bhawan on 15th July '70, the National Staff College for Educational Planners and Administrators organised a two day workshop on 28th and 29th July '70 for Officers-designate from these States where the study was to be under-taken. Details were discussed in this workshop regarding the indepth study of the present status of elementary education in the concerned States with the help of National Staff College in order to map out an effective design for strengthening and streamlining educational administration so as to universalise elementary education. Sri M.C. Talukdar, Deputy Director of Elementary Education attended the workshop representing the State of Assam.

In the workshop of working group finalised the design of the study and prepared the tools for the purpose. The study was to be completed within six months period. An interim report was to be submitted after three months and the final report at the end of six months. An administrative machinery was to be set up in the State Departments of Education in these 9 backward States with one Liaison Officer, one Research Associate and a P.A.

The expenditure on the scheme including salaries, T..., D.A., contingency etc. were to be borne by the Ministry of Education through National Staff College. It was also decided that in order to avoid delay that may occur due to processing through procedural formalities of the State Governments in operating the funds for this scheme and the study being a Time bound Project, the funds sanctioned by the Govt. of India be directly sent by the National Staff College to the Liaison Officer in the States. The Liaison Officer would operate this fund independently. The staff of the set-up will, however, be paid initially from the State budget, to be reimbursed by the Liaison Officer from the fund of the scheme.

In the State of Assam, this matter was discussed at the Government and the Directorate level in the Education Department. Dr. R.C. Das, then Principal of the State Institute of Education located at Jorhat was finally selected to be entrusted with the work of the study and Sri P.M. Barua, then Research Officer in the Directorate of Elementary Education as Research Associate to help him. Government also issued a letter to Dr. R.C. Das to proceed with the preliminary work in connection with establishment of the Unit and to submit to the Govt. necessary proposals including budget for the purpose through the Director of Elementary Education vide Government letter D/O No. LPS-36/76 dtd. 20-9-73. In the meantime the National Staff College, New Delhi, sent Dr. R.N. Choudhary to discuss the progress of work of the scheme. He

held a meeting in the Circuit House at Gauhati on the 19th November, 1978 with the Director of Elementary Education, Assam, Dr.R.C. Das, the Liaison Officer-designate and Sri P.M. Barua, Research Associate-designate. Various aspects connected with the study i.e. creation of the machinery for the study, administrative and financial arrangements as well as academic matters relating to the study were discussed.

Finally, the administrative unit was established with creation of the post of the Liaison Officer, Research Associate and the P.A. attached to the Directorate of Elementary Education with its Headquarters at Gauhati vide Govt. Notification No. EPS-36/78/Pt-1/14 dtd.31-3-79. Subsequently, appointment Notifications were issued appointing Dr. R.C.Das as Liaison Officer and Sri P.M. Barua as Research Associate vide EPS.36/78/31 dtd.3.5.79 and EPS.36/78/Pt-IV/1 dtd. 21-6-79. The joining dates of the staff of this Unit were as follows :-

Liaison Officer (Dr.R.C. Das)	-	1.6.79
Research Associate(Sri.P.M.Barua)	-	10.7.79
Typist (Sri N.C. Bhakuria)	-	21-7-79

As there was no accommodation in the buildings of the Directorate of Elementary Education at Kahillipara, the unit was temporarily housed at Robinara Bhawan in the city. There was no provision of Grade- IV in the scheme and as such the Director of Elementary Education appointed a casual employee from the conti-

contingency fund (off his list).

An amount of Rs. 400/- in the meantime sanctioned by the Govt. of Ministry of Education, for the purpose vide G.O. No. F-1-20/78/Schools-2 dt. 2-2-79. This fund was to be released by the National Staff College of the Liaison Officer to be operated by his salary of the Officers will be paid from the State budget to be reimbursed by the Liaison Officer from the scheme budget and all other expenditure as contingency expenditure including M.A., etc. was to be independently operated by the Liaison Officer so as to avoid delay in processing through the system. In the State of Assam, however, the financial arrangement was different. State Govt. instructed that the entire expenditure viz. Salary, T... Contingency etc. for the unit was to be incurred on appropriate State Head of expenditure under the Directorate of Elementary Education and the fund was released to the National Staff College was to be deposited in the receipt head of the Elementary Directorate. This procedure was then followed and the work was undertaken. Obviously, all implications relating to the study, had to pass through the usual procedural files under the State system of administration. The attendant disadvantages in pursuing and completing the study could easily be conceived and need no statement and it was a time-bound project. Nevertheless, the investigators did not

fail to bring out the reports on Scheduled dates i.e. . interim report on 31-5-79 and final report on 30-11-79. The interim report of the study of Administration was prepared on the basis of field survey in three villages one Block(Balijana) and one Sub-district(Goalpara) and other necessary secondary data collected from various sources including the two Directorates of Education and the Secretariate at the Capital Headquarter of the State. The final report included the field surveys in the remaining nine villages, three Blocks and one Sub-division and additional secondary data collected from different sources. Names of two of the Schools in Dahnai Block had to be changed because of their wrong selection earlier and their study has been included in the final report. The interim report, completed on 31-8-79, was personally handed over to Dr.R.N. Choudhury, Fellow, N.S. C., New Delhi (who happened to be at Gauhati. The final report complete in all respects as per guidelines, has been completed on 30-11-79. It may be mentioned here that this study does not include any Urban Area.

Finally, it may be mentioned here that the reporters are State Govt. servants; as such there are limitations to which things can be described. It is an official report.

I am grateful to all Officers and the public members WHO extended co-operation in conduct of this study.

Dr. R.C. Das,
Liaison Officer,
Directorate of Elementary Edn.,
A S S . M

THE STUDY OF ADMINISTRATION OF ELEMENTARY
EDUCATION IN RELATION TO THE PROGRAMME OF
UNIVERSALISATION

A S S A M

C H A P T E R I

INTRODUCTION

CHAPTER - I

INTRODUCTION

A. BRIEF INTRODUCTION TO THE STATE OF ASSAM AND ITS PROBLEMS IN RELATION TO UNIVERSALIZATION OF ELEMENTARY EDUCATION.

1.01 Present Assam State is the result of tranca-tion: and creation of new States and Union Territories out of its original size. The State may be called the gate-way to the entire north eastern region of the cou-ntry. It is linked with the rest of the county by anar-row strip of land passing through the northern side of west Bengal. This State is situated between Long 89° E and 93° E and Lat. 21° N and 29° N and is surrounded by Bhutan, Arunachal Pradesh and Burma on the North west and North Eastern Boarder, Nagaland, Manipur, Mizoram, Meghalaya on the southern boarder, Bangladesh and West Bengal on the west and again Arunachal Pradesh on the North East. Because of this State being the entrance to this North Eastern region it is of great strategic importance.

1.02 The State has an area of 78523 Sq.K.Ms. and a present estimated population of nearly 183 lakhs (146.25 lakhs per 1971 Census). It has 10 revenue dist-riets, 72 towns and 21,995 inhabited villages out of which 2382 are without a Primary School (1975-76) and 3497 habitations, each having more than 200 population are situated at a distance of more than 1.1 K.M. from existing facilities of Primary Schools. Nearly 91% of

the total population reside in rural areas and about 9% in the Urban areas. There are 131 C.I. blocks. As per 1971 Census, density of population is 186 per Sq. K.M. The Scheduled Caste and Scheduled tribe population constitutes 6.24% and 10.99% of the total population respectively. The composition of population is extremely heterogeneous with so many varieties of languages, dialects, customs and tradition and posing distinctive cultural patterns. The main linguistic groups that can be mentioned are Bodos, Karbis, Manipuris, Hmars, Missing, Dimachas, Mizos, Santalies, Nagalies Muslim immigrants (in Char areas and River Banks) etc. in addition to the Assamese, Bengali and Hindi speaking people.

11.03 There are several major problems that this small State with limited resources has to face and which have direct implications with universalisation of elementary education. Geographically, the State area represents remarkable variations in its Topography with its two river valleys of the Brahmaputra and the Barak with their speedy and torrented tributaries, surrounded by hills. There are still inaccessible areas in the 2 Hill Districts with formidable mountain slopes and dense jungles. The State as a whole contains not only the hills and the two big rivers and their tributaries, but also sub-tropical undergrowths, forests, waterlogged areas and many other types of geographical barriers. It has, in highlands and hill-top areas, more than 750

Tea Estates covering about 189 thousand hectares of land. As a result of such heterogeneous natural geographical settings Assam State possesses a very different landscape from the rest of India. The set-up of villages is also not uniform as they range from scattered thinly populated "Char" area villages to very thickly populated big villages. The scattered population in the Char-areas of the Brahmaputra do stand as problems in State administration. Similar problems exist in case of the striptype population residing in the river-bank areas, some of which are not easily accessible. Moreover, the Hill population are too thin and scattered and similar is the case with the tea-garden population which are located in small groups and scattered in extensive areas. In the same manner the extensive forest reserve areas bordering the State also can be mentioned. Further, in plain areas the tribal people who prefer to live in interior pockets, live in most unhygienic conditions.

1.04 As has already been mentioned, several other States have been carved out of original Assam, as a result of which inter State border disputes occur very often. The State also faces international border disturbances. There occurs frequent inter State migrations. There are other forms of disturbances in the surrounding States. The impact of such disputes and disturbances on the growth of Elementary Education in the border areas of this State cannot be ignored altogether. In the border area Schools, such disturbances do have very adverse effect on education specially in respect of enrolment, retention as well as quality of Education.

1.05 Natural calamity of different variety is of common occurrence in Assam. As is known to all, flood is a perennial problem in this State, till unsolved and annually incurring immense damage to the State. Each year during monsoon season large number of villages remain submerged under water during the period of flood causing heavy loss of life and property including educational institutions and hence education.

1.06 Hailstorm and heavy rains are regular feature as above and they similarly cause extensive damage to the educational institutions. Assam is an earthquake-prone State. Earthquake occurs often in milder form and the bigger ones cause no less damage to life and property. In fact the earthquake of 1950, has altered some of the geography of the State. In hill areas heavy rain-fall and landslide create havoc. Education is no less strained by such calamities in the hilly areas. Now-a-days drought has started occurring in this State also. Though not very often, the occurrence of forest-fire and epidemic also affects adversely the running of education in some areas.

1.07 Lack of communication also affects uniformity in enrolment. Natural barriers such as hills, rivers, Swamps (small Lakes), jungles also stand on way of children's enrolment as well as attendance in Schools. For example, if a school is located in one bank of a small river with sufficient population and there is another small habitation on the other side of the river where the population would not allow establishment of a School, the children of this bank may have to go without education if there is no bridge on the river near by. Such cases do

do exist. Further, even if this side of the river has a small single teacher school and the school on the other side is over crowded, there is no possibility of transferring children from the over crowded one to the thinly enrolled school. The same case may arise in case of a hill standing in between two habitations with less populations. There are many such topographical peculiarities in Assam, which stands on way of universal enrolment. Under such situations no norm of distance, population or Teacher-pupil ratio can be applied for provision of schooling facilities.

1.08 The problem of transport and communication in this State is well known as great obstacle to all types of developmental programmes including education. Lack of convenient communication system for access to the interior areas does adversely affect the inspection and supervision of educational institutions in such areas. Sometimes, the teachers of those schools also find it difficult to reach schools when they reside at distances.

1.09 Poverty and economic backwardness is one of the main causes for which children are not attending schools. Report of the sample survey on Education of children conducted by the Directorate of Economics and Statistics in 1973-74 showed that 27.1% of the children of age group 6-11 did not attend school due to economic reasons. They are needed, in general, to help parents in work. Also according to a study by Dr.R.C. Das, (the present investigator), Poverty and Economic backwardness was the primary cause of educational wastage at the primary level.

There are innumerable cases where children have come to school with empty stomach, because they have nothing to eat. In rural areas, people depend solely on agricultural production. If in any year, their agriculture fails due to natural calamity such as flood etc., the struggle for existence of the family makes education absolutely meaningless to them. Those rural people who do not have land of their own, work as agricultural labourers in other fields or as daily labourers in other forms of work in rural or urban areas. The agricultural labourers meet the same fate as the cultivators in case of natural calamity.

Further, education of children cost something to the parents. whenever, a child is sent to schools, he is to be provided with the minimum reading and learning materials such as a slate, pencil, text books and papers etc. or may need a good pant or a shirt or a frock in case of girls, to put on. Those who can not afford them either do not send their children to school or the children themselves refuse to go. Moreover, certain fee is also to be paid occasionally for examination or other purposes relating to the improvement of the school. This aspect is more applicable in case of families having more children which is an usual picture in rural areas, particularly in backward societies. This also is a cause of withdrawal of children from school "NILEW Project 005" also revealed that the cost of education is felt to be heavy more by the parents of the dropouts than those of the stay-ins. It may be mentioned here that providing facilities to the children for their studies at home also costs something to the parents.

1.10 In hilly areas, the people depend solely on agriculture and other available rough stuff in the forests. Those who depend on "Jhum" cultivation often have to migrate from place to place. The struggle for existence is no less harder in hilly areas. When agricultural production does not suffice, they fall back upon fruits, roots and other forest grown vegetables which are not at all abundant to supplement the balanced staple food. In interior areas, the tribal people often have to resort to hunting for their livelihood.

1.11 In Tribal dominated areas, enrolment drops sharply during rainy season. In many areas the school buildings remain unattended and neglected. Those who still continue to attend schools, have to come to the schools by boat. In hilly areas, it is reported, in case of natural calamities, the school remains totally closed for months together. Further, the tribal people invariably utilise the help of their children in agricultural or other domestic work. In fact, they can ill afford to spare their children for schools. Parents having more children send some to attend schools retaining others for help in work. It is difficult to get qualified trained teachers to work in schools in interior tribal areas and many would not desire to serve there. A study conducted by the present investigator revealed wastage and stagnation at the Primary level to the extent of 87% among tribal population, in one of the educationally advanced districts of the State. The conditions in backward district could easily be imagined.

1.12 It is the lack of social awareness for education coupled with the hard struggle for living that contributes to their apathy towards education. In fact, the root of absence of social awareness can also be attributed to their economic backwardness. It has rightly been pointed out by Dr. J.C. Banerjee in his paper on "Some Aspects of Tribal Education in the North-Eastern Region" that mere programme of traditional education will not be able to make any major break-through in elevating the hill tribal people, unless simultaneous attempts are made for their economic rehabilitation.

1.13 The Scheduled Castes people of the State are worse in their plight. Most of the Scheduled Castes population depend on fishing, goldsmithy and agriculture as well as other petty vocations. Those who are dependent in fishing have to depend on the availability of fish in the river which is uncertain. Further, the fishing community invariably reside by the bank of rivers. Flood and erosion very often make them homeless and compel them to migrate to interior places where dependence on fishing for survival is not possible. Most of the Scheduled Caste people do not have cultivable land so as to live on agricultural production. People of Scheduled Caste pursuing other occupations are finding it difficult to compete with others in similar profession and living is getting harder and harder due to rise in the price of essential commodities. When their very survival is at stake, they can hardly develop an awareness for benefit of education. A study by the present reporter revealed the percentage of educational wastage (dropouts plus stagnation) among Scheduled

Caste pupils at the Primary level as 79.3%. This result is applicable to the educationally best District in the State. In other districts the result will be much worse.

1.14 A major general problem that the programme of universalisation will have to face is the lack of social consciousness and local initiative for proper education of the children of the community and their retention in schools. Ignorance and indifference towards education still prevails in interior areas. It is also reported that, in general, local leadership pays more attention to aspects other than education. In economically backward societies where struggle for existence supercedes all other activities and where the people remain busy fighting with the wants, there is no congenial social environment conducive to the growth of favourable attitude towards education of their children. They see no use of sending their children to schools if that does not help them in getting any return. There are reports of a tribal father asking how much money will be paid if his sons is sent to attend school. The reporter has his personal experience of such situation when he visited a Scheduled Caste area school in the Upper Assam to enquire about the benefit of the implementation of curriculum renewal project. It was a surprise visit. When the attendance in the particular Primary school was found to be about one third of the enrolment the Headman of the village who was also the president of that schools' Management Committee was called to the school. When questioned the Headman replied that all the children will come if the school could provide something to the children to eat. No doubt, this is due to economic reason.

1.15 This investigator found instances in tribal areas where the parents are rich enough but do not care to send their children to schools. All the members of the family are engaged in the field and in attending the cattle and they get rich returns. Actually, they feel education as a non-productive pursuit and hence they were not much interested. Another disease that has ruined the tribal people in rural plains and hills is the habit of drinking rice-beer, which is a locally prepared liquor from rice. This habit not only adversely affects their economy but creates unhealthy circumstances in the society totally uncongenial to the growth of favourable social consciousness for education. In the interior areas, even the local festivals such as Bhawna (local traditional Assamese theatrical performance having socio-religious roots), marriages, social feasts, prayers at local Namgnars (prayer-house) or any other social or religious functions prevent children from attending schools. The society also takes it easily. Development of social-consciousness for education is the only remedy to modify the attitude of the society towards education.

1.16 Tea is an important industry of this North Eastern State of India which occupies 18,9,338 hectares of land of the State area and it has a great impact on the socio-economic aspects of the people of Assam. No doubt, administration and management and other thing related to this industry rest with the industrial authorities but the education for the labour class is the vital responsibility of the State educational administration. Before pin pointing those responsibilities, it is fair to identify

the labour population linked up with the industry. In its proper sense of the term there are a very few local original people who serve as labourer in tea-gardens. Most of them have been imported from Chotanagpur of Orissa, Telengana of Andhra Pradesh, Jamsedpur and Jheria of Bihar and other places. Some Santhali people from different parts of India are also working as tea-garden labour in this State. In this connection it should be mentioned that they have left their native places decades ago and now are living and serving in Assam for generations together. Even some of those people who are known as ex-tea-garden labour have left their original profession under tea-plantation and have devoted to earn their livelihood through agriculture, and other professions. Most of them have, in the meantime, forgotten their own languages and culture mixing up with the main stream of life and culture of Assamese people and have accepted more or less the local culture with a new form of Assamese based mixed language.

1.17 The life and living of those simple people have not improved with time for various reasons and most of them are still unaware of the modern needs and necessities and better standard of living. Often those people remain busy in internal quarrels among themselves, dwell in very unhygienic conditions inspire their children for earning instead of learning. Most of them are badly addicted to wine and other intoxicating articles like opium, ganja etc. Their weekly earnings (weekly wage system prevails in the garden) are exhausted for such un-necessary and health damaging addictions.

1.18 Under the circumstances however, for educational development of the children of the tea garden labours most of the garden managements have started Primary schools within their garden compasses. The attendance of children in those garden schools is very thin due to those Socio-economic causes. It is reported that the teachers are also engaged for some other works under the garden authorities frequently or occasionally as they need. To overcome such irregularities, the State Government made an agreement with the authorities of the gardens of the two districts of Sibsagar and Cachar and had taken over their schools, keeping some responsibilities under the garden authorities for betterment of those institutions. But the success of this dual management system is yet to be achieved. A study of Dr. R.C. Das (the present investigator) reveals that the rate of wastage in the schools located in the tea garden labour areas is the second highest in the State, which is 85,27 percent. So, as a matter of fact, it is another problem of administration of Elementary Education to be studied, as large number of children of tea-garden labours are to be brought to school under universalisation scheme.

1.19 For en-richment of the main stream of culture and civilization, no doubt, the great river, Brahmaputra carries amplex of indirect influences in creation of overall educational atmosphere of the State of Assam. There is also the dark side related to this big river, which can not be over looked from the educational point of view. The fertility of land in two banks of the river invites the cultivators to reside there for agricultural earnings

and livelihood, but also causes to create unbearable trouble and anxiety with its fold havoc and erosion during rain and sunnar seasons. So, such arrival and depature of (the flow) of people are the common occasions in the riverine areas. The original population of Assam, therefore generally do not take such risk to live on the brink of the riverbanks and preferably they reside to some extent in safer places beyond the embankment lines. The people, those who live there facing all troubles of flood and erosion are mostly the inigrant Muslim population, some of whom have entered in and started to reside in the river banks and riverine "Char" (fertile land mostly surrounded by water of the river) areas many years ago migrating from erstwhile East Pakistan (now Bangladesh) with a view to reside permanantly. The most important factor about their habitation, is that some have accepted the Assamese language as medium of Elementary school, though they use their own language among themselves. There are large number of school going children still in want of proper schooling facilities residing in the "Char" areas. It is another important point in the study of administration of Elementary Education in respect of universalisation of Elementary Education in Assam though the real picture and number of such children are yet to be identified by the primary data of a scientific survey.

1.20 With a total geographical areas of 15,222 Sqr. K.M. having a population of 4.55 lakhs, the hill areas of Assam comprises of two districts viz. Karbi Anglong and North Cachar hills. The population is very unevenly distributed in two autonomous hill

distributed in two autonomous hill districts, administered under the 6th Schedule of the Constitution of India. According to the Census, 1971, out of the total population, of 4.55 lakhs, the pattern consists of 57.7 percent Scheduled Tribes (consists of Karbi, Dimacha, Bodo, Hmar etc), 2.3 percent Scheduled Castes and 40 percent others. The density of population is very low, which in North Cachar hills is only 16 and in Karbi Anglong hills it is 37 per sq. km. Under the picture of the density of population shown above it can easily be presumed what a peculiar geographical and topographical position prevails in these two districts. Even among these limited population, there is a heterogeneity in culture with different speaking dialects and written under-developed languages of the people. The transport bottleneck is a great hindrance in all developmental programmes and much more disadvantaged even than the backward plain areas of Assam. On top of it, the natural calamities, such as hail storm, landslide etc. cause extensive damage to the educational institutions every year, which require immediate mobilisation of resources and administrative preparedness. Under such circumstances Elementary Education is lying on the mouth of danger. The large rate of stagnation and dropping out continue and a special treatment from the administrative point of view in the Elementary level of Education (to achieve universalisation of Elementary Education) is urgently needed for these two pre-dominantly tribal inhabited backward districts of Assam.

1.21 **I**lliteracy of parents and other family members indicating low educational status of the family has positive detrimental effect on school participation, academic achievement and retention of their children in schools. The percentage of literacy in the State is only 28.24% (1971 census) of which 28.4% in plain areas and 20.5% in hills areas. The literacy percent for Scheduled Tribes population is 20.67%. D.V. Chickermane ("Influence of Home circumstances on wastage in Primary Education") found positive relationship between illiteracy and wastage. It is obvious that perception of the parents about values of education is moulded to a great extent by this factor. In such homes and societies there can hardly be any motivation for education of children and this adversely affects retention in schools and progress in studies. Universal retention is as important as universal enrolment for success of Universalisation of Elementary Education.

1.22 It may not be out of place of mention here the negative impact of the problem of educated unemployment in this State. Present system of Education has created an urban oriented attitude in the minds of the learners and there has been massive migration to urban areas of the rural people who have attained some education. Educated unemployment has reached an all time high proportion. This state of affairs has created chaos and frustration among the educated section. This has its impact in rural areas and the people become somewhat apprehensive of the values of education as an instrument of livelihood.

1.23 The earlier noted survey by the Directorate of Economics and Statistics showed that reasons for which the children did not attend schools (Primary) were

Table- 1

	<u>Total</u>	<u>Scheduled Caste</u>	<u>Scheduled Tribe</u>
1. Not interested	57.6%	42.2%	72.5%
2. Financial difficulty and use in domestic work	27.1%	36.5%	10.6%
3. Lack of Educational facilities and others etc.	15.2%	21.3%	16.9%
	100%	100%	100%

The reason at item No. 1 indicates the lack of social consciousness which is the highest i.e. 57.6% against 27.1% on economic grounds. This lack of social consciousness for education appears to be highest amongst the Scheduled Tribes population compared to others. It was also revealed that this lack of social consciousness appears to be highest among the "Bodo" Scheduled Tribes communities.

The findings are (Bodo community) :-

Table- 2

1. Not interested	95.0%	(Male 91.1% Female 97.4%)
2. Economic reasons and use in domestic work	3.4%	
3. Lack of Educational facilities and others.	1.6%	
	100%	

1.24 Non attending (non-enrolled) children pose an unsurmountable problem at the Elementary level of Education and the large backlog stands as great bottleneck on the way of universalisation in Assam. Department records

reveal that at the end of 1977-78, the number of children in the age group 6-10 who do not attend schools (including drop outs) were 5.10 lakhs of which 3.71 lakhs or 72.75% were girls. At the middle level in the age group 10-13, the non-attending children were 8.72 lakhs out of which 4.99 lakhs or 57.23% were girls. The study conducted by the Directorate of Economics and Statistics shows that in 1973-74, the percentage of non-attending children in the age group 6-11 were as follows :-

Table- 3

	<u>Male</u>	<u>Female</u>	<u>Total</u>
1. Attending (Enrolled)	68.7%	59.5%	64.4%
2. Non-attending	30.8%	40.0%	35.1%
3. Unrecorded	0.5%	0.5%	0.5%

Among the Scheduled Caste population about 29% are not attending children and among Scheduled Tribes population it is 40%. As per Departmental data, in 1977-78, the attending children were 76% and non-attending 24%, in the age-group 6-10 and in the age-group 10-13 the attending children were about 40% and non-attending 60%

1.25 The other formidable bottleneck on way of success of universalisation of Elementary Education in Assam is the old unsolved problem of wastage and stagnation. These two ailments of wastage and stagnation has crippled education long since. The first warning that was given by the Hartog Committee in 1928 as well as recommendations of various bodies since then, have not, in fact, gone unheeded. But because of the enormity and complexity of the problem and its manifold implications with other aspects, it has not been possible to

to control this disease. In fact, the appalling magnitude of the problem as a whole has not only maintained its constant level, but further new dimensions have been added to it. Its solution appears to have remained a baffling problem. We know that universalisation of education implies universal provision, universal enrolment and universal retention. We can not achieve universalisation without achieving the third aspect i.e. universal retention, which means checking or at least reducing wastage and stagnation in education. Though the problem prevails at all levels of education, it is specially acute at the Primary level. It occurs in alarming proportion in the first two grades of Primary level.

1.26 The present investigator conducted a detailed investigation into the problems of wastage and stagnation in 1971 (no other study is available in Assam) in one of the most advanced districts of Assam (Sibsagar) and the findings were as follows being taken from the Ph. D. Thesis. The Primary stage at that time was of 5 years in Assam. In this study an initial true cohort of 14,339 pupils were followed for 5 years. The results would simply indicate that the situations in the other areas of the State are still worse :-

Table - 4

Wastage in Education (Primary level)

Drop outs	-	-	14.24%
Grade Repetition	-	-	62.03%
Total wastage	-	-	76.27%

Class-wise break-up of wastage

Ist Grade	- 48.50%	: : : : : Total - 76.27%
2nd Grade	- 11.30%	
3rd Grade	- 6.66%	
4th Grade	- 5.12%	
5th Grade	- 4.69%	

Rural and Urban areas.

			<u>Rural</u>	<u>Urban</u>	<u>Total</u>
Drop outs	- - -		14.55%	15.11%	14.24%
Grade Repetition	- - -		63.36%	48.11%	62.03%
Total	- - -		77.91%	63.22%	76.27%

Community-wise variations.

Scheduled Tribes	- -	37.59%
Tea Garden Labourers	-	85.27%
Scheduled Castes	- -	79.23%
Other Backward Classes	-	75.33%
Caste Hindus	- -	74.53%
Muslim Communities	- -	74.46%
Mixed Communities	- -	74.03%
<u>Total-</u>		<u>76.27%</u>

1.27 Education of girls poses another problem in this State mainly due to economic and social reasons rather than any other. The percentage of female literacy was 18.6% (1971 Census) as against 36.7% for male population. As has been pointed out earlier girls are more needed for domestic work at home. Mothers usually need daughters to help her in work. This may not invariably be rooted in economic needs. In most of the rural soci-

society it still prevails that education of girls is less important. Marriage is the ultimate aim for which a girl is reared and parents in rural societies usually give more importance to train their daughter to be a good house-wife in future. Early marriage and betrothal is still not extinct. Lack of social awareness very often stands on way of girls education. There are parents in interior societies who would not send girls to a co-educational school or a school having all male teachers. If such a school with female teacher does not exist in their locality they would prefer to retain their daughter at home. This, is more applicable to the middle stage of education. But, the experience of the present reporter, while he travelled into the interior areas for study of educational wastage, is that, there are, though few, quite grown-up girls in the top class of even the Primary schools. Such cases occur due to repeated failures in the Primary grades. Another point that may appear to be less important for consideration is the question of clothing for girls. A boy may go out to school or any other place wearing the usual clothes or even can go wearing just a half-pant only. In case of girls, parents usually would not allow girls to go out putting on ordinary clothes. Girls themselves, even from the Primary grades become conscious of dress. As such clothing for girls cost more than that of the boys. When parents cannot afford them, the education of their daughters end there. In another study conducted by the reporter on all Assam basis (S.I.E.Publ.No.7) as referred earlier, the percentage of wastage for girls at the primary level was 82.3, against 73.87% for boys. A

comparison of enrolment also shows that in 1977-78 the State percentage of girls enrolled at primary stage was 64.5% against 86.5% for boys. As regards non-attending (non-enrolled) children, it is found that out of 5.10 lakhs non-attending children of age-group 6-10, 3.71 lakhs or 72.75% are girls and at middle level, out of 8.72 lakhs non-attending children, 4.99 lakhs or 57.23%. Many of the girls who are sent to schools, are withdrawn after few years for one or the other of the causes mentioned above. Usually, the girls as soon as they attain puberty or are betrothed are withdrawn from schools.

1.23 Social prejudices such as caste system is still prevalent in rural societies. Indirectly, this also stands in the way of success of universalisation. Various studies reveal (including that by the present reporter) that lower caste communities are associated with higher wastage. Difference in cultural background among people of various communities can not be neglected which has its obvious effect on their perception and attitude towards education hence in enrolment and retention. It is not uncommon to find in rural areas ^{that} parents belonging to one community ^{are} unwilling to send their children to a school established by or situated in a community belonging to lower castes. On the other hand, a child belonging to a lower caste if admitted under circumstances in a school with all or majority of higher caste children automatically suffers from an inferiority complex. This is mostly due to cultural deprivations for centuries as a consequence of prevalence of caste system in the society.

1.29 Apart from lack of motivation from home, the unattractive school environment is an important cause affecting retention as well as enrolment. The unhygienic and unattractive school buildings with most neglected surroundings of a rural Primary school is far from being an interesting place for little children. The deplorable school conditions, unattended surroundings, lack of playground and co-curricular activities and other physical facilities etc. creates such an unattractive situation that the learners themselves develop an unfavourable attitude towards their schools. This has evil affect not only in academic achievement but also on their retention. The location of some schools are such that children would hardly like to stay there long and such situation leads to their withdrawal from schools. An unattractive school building also creates an unfavourable impression in the minds of the public, who would in turn discourage others not to admit their children in such schools. Such event affect enrolment as well as retention, the two most important aspects of universalisation.

1.30 Another problems that indirectly affects universal retention is the heterogeneity in age-composition within various classes. Such a situation is not only uncongenial for the teaching learning situations creating practical difficulties in teaching-work, but also give rise to various psychological, educational and adjustment problems in the class. Heterogeneity occurs due to faulty admission practices in schools as well as grade-repetition. Maladjusted children are prone to leave

schools affecting universal retention. Further, older pupils reach the age of economic usefulness to the family before completion of Primary or Middle level education much earlier than their classmates and they leave schools. In case of girls, the older girls reach the age of puberty earlier after which, many parents would not send their daughters to schools. As idea can be had from the following table showing age composition in the 1st class of Primary stage taken from the study of the present reporter :-

Table- 5

Age Group	P.C.distribution of enrolment					Average P.C.
	1963	1964	1965	1966	1967	
below 5 Years	19.44	11.67	10.01	8.23	8.23	11.42
5-6 "	50.90	53.81	53.44	56.80	57.45	54.52
6-7 "	22.94	24.06	27.35	26.51	25.39	25.39
7-8 "	6.09	7.43	6.69	5.95	6.07	6.45
8-9 "	0.60	2.96	2.45	2.41	2.36	2.18
9-10 "	0.03	0.07	0.05	0.01	0.03	0.03

The position appears to have slightly improved by now but heterogeneity still exists. It is not uncommon even now to find children of age above 13 in the last class of primary stage in rural schools.

1.31 Now, leaving aside many other smaller problems of general nature that stand as handicap to universalisation, a brief statement will be made of the problem in the area of qualitative aspect of education. The main problem in this area is lack of co-ordination in the pedagogic organisations and institutions. We have in this

State several varieties of organisations (Government as well as non Govt.) which are directly or indirectly involved with qualitative improvement of Elementary Education such as S.I.E., S.I.S.E., Assam Text Book Production and Publication Corporation, 22 Basic Training Centres, One Basic Training College, 3 Normal Schools, Board of Secondary Education (Middle and Secondary level) Field Adviser, N.C.E.R.F., Educational and Vocational Guidance Bureau, State Social Education Wing, 8 B.T. Colleges, 2 Vigyan Mandirs, District Academic Councils of Teachers, Educational Technology Cell etc. There are other academic bodies which are not directly connected with Elementary Education but has indirect impact on the qualitative aspect of Elementary Education. Each academic agency works in their own line of activities for the ultimate benefit of the same student generations of the State. It is not possible to know if there has been duplications, overlapping or even clash in ideas and philosophy in the area of school pedagogics. There is no co-ordination nor any State level unit for mobilising such co-ordination. There are reports of mis-understanding and confusion in pedagogic aspects of school level education due to lack of coordination among the academic agencies. Flow of any wrong or incoherent ideas in the pedagogic aspects of education through teachers trained by such agencies will have its adverse effect on school education. The Department and the Directorate of Education are to remain fully occupied with the enormously increasing load of administrative work relating to administration of education

in the entire State. Further, the evergrowing and emerging new ideas in education are constantly adding new dimensions to educational administration and have increased the work load of the administrators manifold. They have to keep busy solving numerous problems of growing complexity. Under such circumstances, it is neither possible for the administrators to spare adequate time to take proper care of the academic affairs nor does the administrative machinery possess the academic expertise that may be needed to advise on academic aspect. There is no central clearing house for academic informations so as to keep the teaching community abreast of developments of education as well as the data. This leads to lack of integrated and harmonious academic trend in the State. All these affect proper training of teachers and quality of school education. There is no central curriculum development unit. Curriculum planning is done in disintegrated manner. Haphazardness in pedagogic running in the State will have its adverse effect on success of universalisation of Elementary Education.

1.32 Connected with the above qualitative aspect is the problem of professional training of teachers at the Elementary stage. Latest departmental data regarding percentage of trained teachers indicates that at the Primary stage there are about 61% trained and 39% untrained teachers and at the middle level, about 39% trained and 61% untrained. These, however, do not include those working teachers who completed the training course but fail to come out successful in the final examination as well as those teachers who attended

some short-term courses organised by S.I.E. or S.I.S.E., S.E.B.A. or by other agencies. Further, as per existing procedure, teachers deputed for a regular course of training but gotplucked in the final examination are not deputed for training next time. This procedure needs to be reviewed and examined. It merely adds to the existing backlog of untrained teachers. It should also be noted that the quality and effectiveness of professional training of teachers need to be re-examined; contents, approaches and procedures need to be re-evaluated in terms of need and effectiveness. It is true that training of teachers has not had favourable impact in education to the desired extent. A study conducted by the present reporter in Sibsagar District revealed that training of teachers had not been significantly effective in reducing wastage in Primary Education as could be seen from the table below :-

Table - 6

		<u>Schools with majority trained teachers.</u>	<u>Schools with majority untrained teachers</u>
Single Teacher Schools	W -	18.33%	19.35%
	S -	68.72%	68.30%
	W+ S -	78.10%	87.64%
Double Teacher Schools	W -	13.51%	15.57%
	S -	64.70%	65.49%
	W+ S -	78.21%	80.66%
Multiple Teacher Schools	W -	11.64%	17.34%
	S -	60.71%	56.50%
	W+ S -	72.36%	73.84%

In case of wastage alone, there is a tendency to improve with training of teachers but in all cases of wastage or stagnation or both combined, the differences are not significant statistically.

1.33 While talking to teachers, it was also discovered that often the trained teachers are unable to teach according to the pedagogic principle they learnt in their training because of various hindering factors. This fact needs further investigation and identification of those factors. One of the factors is the completion of school course in time and an examination-oriented teaching. A change of outlook among teachers as well as public is needed to be created to conceive education as a learning process rather than teaching.

1.34 As regards problems in the area of administration of education at the Elementary level, it may be mentioned that this area is full of problems. The aspects of administration connected with universalisation of Elementary Education will be dealt with in the next chapters in details based on the data and informations collected from the field as well as all other concerned agencies. The Directorate of Elementary Education is a newly created Department (in July, 1977) and is yet to be fully strengthened. The present strength in this Directorate is hardly commensurate to the needs of administration of Elementary Education in the State. In fact, in comparison to the tremendous expansion of Elementary Education accompanied by varieties and extent of activities relating to administration, inspection,

supervision and management etc., the machinery is inadequate. At present the State has 21559 Primary schools, 3816 Middle level schools, 45387 primary school teachers, 20296 Middle level teachers, more than 22 lakhs enrolment, 25 Deputy Inspectors, 16 Addl. Deputy Inspectors and 219 Sub-Inspectors and 62 Assistant Sub-Inspectors of Schools. The administrative machinery is not adequate even for administration at the current status of Elementary Education let alone the added expansion during the 6th Five Year Plan for universalisation. The recommendations in the last chapter will indicate the suggested additional machineries needed for achieving success of universalisation. From all points of view new recruitments of administrative personnel should be made from professional Institutions dealing with school level pedagogics.

(B) SHORT NOTE ON THE EXISTING PATTERN OF EDUCATION ADMINISTRATION AT THE ELEMENTARY LEVEL.

Historical overview of Administration of Elementary Education in Assam since independence :-

1.35 The Primary Education Act, Assam, 1947, constituted the Primary Education Board in Assam in the year, 1948. The Primary and Middle Vernacular schools, which were controlled and managed by the Local Boards, were transferred to the Sub-divisional School Boards after promulgation of that Act. That Act was later replaced by the Basic Education Act, 1954 and the State Basic Education Board was constituted to advise Government in all matters relating to Primary Education and as per that Act, the Deputy Inspector of Schools was empowered to be the Ex-Officio Secretary of the Sub-Divisional Basic Education Board. The term 'Basic Education' was subsequently withdrawn and substituted by the term 'Elementary Education' with promulgation of two other Acts. viz. The Elementary Education Act, Assam, 1962 and the Elementary Education Act, Assam, 1968. These two Acts paid special emphasis on compulsory Primary Education in Assam and constituted the State Board of Elementary Education at the State level and Regional Board of Elementary Education in the Sub-divisions. The overall administrative control of Elementary Education as per the above Acts and their provisions was under the Director of Public Instruction, Assam and the Joint Director of Public Instruction, Assam, managed and exercised the said administrative control by virtue of his office as Ex-Officio

Secretary of the State Board for Elementary Education. The Deputy Inspectors of schools similarly managed and controlled administration in the Sub-divisions by virtue of their offices as Ex-officio Secretaries of Regional Boards for Elementary Education. As per the said system of Elementary Education in Assam, the teachers of Primary and Middle Vernacular schools and the other staff and incumbents (not the Inspecting and the Supervising Officers) were Board's employees.

Provincialisation of Elementary Education:-

1-36 With promulgation of the Assam Elementary Education provincialisation Act, 1974, which came into force with effect from September 5, 1975, the state Board and Regional Boards of Elementary Education were defunctionised and the services of all employees under the defunct Boards were provincialised, but the management of the school buildings were vested with the local Management Committees. This Act covered all the Primary and Middle Vernacular schools of all the eight plain Districts of Assam, but the Elementary schools of the two hill districts, which are administered under the 6th Schedule of the Constitution of India are outside the jurisdiction of this Act. These are managed and controlled by the District Councils. Under the circumstances it is evident that this Act has partially provincialised the Elementary Education in Assam and excluded all Primary and Middle schools of the two hill districts, all Middle English Schools of plains districts and all buildings of Elementary schools. of course,

by a separate Act, which is known as "The Assam Secondary Education Provincialisation Act, 1977", had incorporated the services of the Middle English School teachers and other employees of Middle English schools under provincialisation Scheme including the High and Higher Secondary schools in the same manner. This Act also left the responsibilities of the school buildings with the management Committees in the same manner of the Assam Elementary Education Provincialisation Act, 1974. As a result of this new arrangement, the control and management of Elementary schools in Assam were bestowed upon a multivalent administrative and management authorities viz. all Primary and Middle Vernacular schools of eight Plain districts under the Director of Elementary Education, Kahilipara (Gauhati), all Primary and Middle schools of two hill districts under the 6th Schedule to the District Councils and the Government agency of the Joint Director of Public Instruction, for hills, Assam, Halflong, and all Middle English schools under the Director of Public Instruction, Assam, Kahilipara (Gauhati). These two Acts of Provincialisation of school Education in Assam would need modifications to fit in with the recommendation of the working group on universalisation of Elementary Education, constituted by the Government of India, under the Chairmanship of Sri P. Sabanayagam, Secretary, Ministry of Education and Social Welfare, Government of India, New Delhi. In its interim report at Colm. 4.01(3) in Chapter IV, Guideline (Page 7), it has recommended, "We find that in some States the stage of Elementary Education is not unified; it is divided

into two Sub-stages and different authorities are placed in charge of each Sub-stage. Such a situation can create difficult problems of administration and development. We, therefore, recommend that the entire stage of Elementary Education (Classes I-VII or I-VIII as the case may be) should be unified and brought under the control of one authority for administrative purposes".

Directorate of Elementary Education, Assam and
and the Administrative set-up :-

1.37 The Directorate of Elementary Education, Assam has been established in July, 1977 and the control and administration of the Elementary schools covered under Assam Elementary Education Provincialisation Act, 1974, have been entrusted upon this Directorate. There are 22 Educational Sub-Divisions and 20 Civil Sub-Divisions in 8 Plain Districts of Assam under this Directorate. It shows that from the point of view of area, the Educational Sub-Divisions are more or less co-terminous to Civil Sub-Divisions. As 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. There are two Additional Deputy Inspectors of schools in Sub-Divisions of larger area and one in medium sized sub-divisions as additional to the Deputy Inspectors of schools. Small Educational sub-divisions have no Additional Deputy Inspector of schools. Educational Sub-Divisions are

divided into numbers of Circles and Sub-Circles with posting of supervisory staff viz. Sub-Inspector of Schools and Asstt. Sub-Inspector of schools. The Educational Circles or Sub-Circles under the Sub-divisions are also not co-terminous to the Development Block or the Mouza or the Panchayat areas. In most cases a Block is larger than a Circle. In Assam, there are 131 Development Blocks (121 in 8 Plain Districts) and 219 Circles of Sub-Inspector of schools. At the end of the Fifth Five Year Plan (1977-78) there are as many as 21559 Primary Schools and 219 Circles of Elementary Education in Assam which shows the average number of Primary schools per Circle is 98. It is really a large number with a strength of average 207 teachers per Circle. Immediate minimisation of the existing schools and teachers per Circle should be made and intermediary provisions of district and Block level administrative organisations should be created soon.

Set-Up of Educational Administration in two Hill Districts :-

1.38 It is already referred that the two hill districts are administered under the 6th Schedule of the Constitution of India by two hill district Councils. The Joint Director of Public Instruction for Hills, located at Haflong, works as the administrative representative of the Director of Public Instruction, Assam. All the educational institutions from Primary to Higher Education are managed under his instructional control. The Joint Director of Public Instruction for Hills, though

is to submit necessary data of Planning, Statistics and budget of Elementary schools along with other categories of Educational institutions, he has no direct administrative connection with the Director of Elementary Education, Assam, even in respect of Primary and Middle schools. There are two Inspectors of schools in the two hill Districts, who are the only administrative levels at the disposal of the Joint Director of Public Instruction for Hills. It should be mentioned here that the services of the Deputy Inspectors, Sub-Inspectors and Asstt- sub-Inspectors of schools in the hill Districts are under the Director of Elementary Education, Assam but neither under the Joint Director of Public Instruction for Hills nor under the Director of Public Instruction, Assam. It may be noted here that there is another set of Sub-Inspectors of schools, who serve as a different set of officials under the disposal of the District Councils.

Inter-alia Corss-processes of Educational Administration.

1.39 There are ten Inspectors of schools viz. eight in eight Plain Districts and two in two Hill Districts of Assam along with the Joint Director of Public Instruction for Hills under the Director of Public Instruction, Assam, Kahilipara (Gauhati). The Inspector of schools is the District Education Officer in respect of the Secondary and Middle English Schools only. The Deputy Inspector of schools is the Sub-Divisional administrative authority in respect of the Primary, the Middle Ve-

Vernacular and the Middle English Schools. The Inspector of schools has no formal administrative connection with the Deputy Inspector of Schools in respect of Primary and Middle Vernacular schools. His formal connection lies with the Deputy Inspector of Schools within the District only in matters of Administration of Middle English schools but he is empowered with the authority in writing Annual C.R. of the Deputy Inspectors of schools within his District and in countersigning T.A. Bills. In this connection, it should be noted that the Deputy Inspector of schools is to administer his functions directly under the control of the Director of Elementary Education, Assam, as the Sub-divisional authority for Primary and Middle Vernacular school education but his obligation to supervise and manage the Middle English school come through the other channel of educational administration under the Inspector of schools, which has already been referred earlier in this chapter. It has also already been mentioned that the Joint Director of Public Instruction for Hills is the Govt. administrative representative for all categories of educational institutions from Primary onward to the higher education in the hill areas of Assam, who has no proper channel to maintain link with the Director of Elementary Education, Assam even in matters of Primary and Middle schools of the Hill areas. The Annual budget for the Hill areas including Primary and Middle schools is prepared by him and submitted to the Director of Public Instruction for inclusion of the Head of Account under the Director of Public Instruction, Assam. The Director of

Elementary Education, Assam's Annual Budget includes all expenditure of Elementary Education (Primary, Middle Vernacular and Middle English schools) of the eight Plain Districts of Assam, though the management and administration of Middle English schools of the Plain areas is still with the Director of Public Instruction, Assam . As a reference in this connection, it should be mentioned here that there is no difference between a Middle Vernacular and Middle English schools in respect of the course of studies, curriculum and syllabus etc. This inter-alia cross-processes of educational administration appears to stand as a counteracting force in universalisation of Elementary Education in Assam.

THE STUDY OF ADMINISTRATION OF ELEMENTARY
EDUCATION IN RELATION TO THE PROGRAMME OF
UNIVERSALISATION

A S S A M

C H A P T E R II

THE NEED FOR THE PRESENT STUDY

C H A P T E R- II

THE NEED FOR THE PRESENT STUDY.

2.01 Assam originally submitted a **very** ambitious Draft Master Plan for the period 1973-83 proposing to enrol 100 percent children in the age group 6-10 (Primary stage classes I to IV) and 70 percent children in the age-group 10-13 (Middle stage from classes V to VII). The Ministry of Education, Govt of India and the Planning Commission in their discussions in New Delhi requested the State Govt. to revise it with a realistic outlook. Accordingly a combined team of the Govt. of India consisting of Dr. R.G. Misra and Sri A.C. Nautiyal of N.C.E.R.I., New Delhi and Dr. T.N. Dhar of Planning Commission, who personally visited a few habitations adjacent to Gauhati City, suggested to resubmit a new Draft Master Plan for 1973-83 to cover up 92 percent children (100 percent boys and 85 percent girls) in the age group 6-10 and 58 percent children (70 percent boys and 45 percent girls) in the age group 10-13 considering the low performances in Assam during last 30 years and the under equipped and insufficient administrative machineries in respect of Elementary Education. Though the State Government did not appear to be quite happy to this suggestion, Assam had to agree to it, as Plan allocation from the Government of India was cut down to almost half of the original proposal. In this connection it should be mentioned that the percentage of children coverage at the end of the Fifth Plan (1977-78) are 76 in the age-group 6-10 and 40 in the age-group 10-13. However the accepted targets of 92 percent in the age

6-10 and 58 percent in the age group 10-13 including the additional growth of children expect^{ed} during the Plan period will definitely be a mountainous task to be achieved for the State of Assam with the present position and system of existing administrative machineries and its structure.

EXPANSION FACILITIES.

2.02. The III Educational Survey shows that there are as many as 3497 habitations with 200 or more population situated at a distance of 1.1 K.M. or more from the nearest Primary school. The total population in those habitations were 8,43,559 as calculated by the said survey. So, as per the number of schoolless habitations with requisite distance from the existing schooling facilities, the need of Primary schools at the time of publication of the III Survey Report was approximately 3500. On the other hand, as per accepted norm, i.e. one single teacher Primary school for 40 pupils and 200 population, as accepted by the State Education Department for the population as shown above is approximately 4200. After publication of the III Educational Survey, approximately 1500 Primary schools have been established in Assam, but most of those schools have been located in the urban areas for heavy expansion of population in the city of Gauhati due to shifting of State capital from Shillong and growth of industry in the towns like Tinsukia, Jorhat, Dibrugarh, Silchar etc. and other oil producing townships. Over and above the matter stated, the normal growth of additional children during the next five years (1973-83)

also cannot be over looked. Of course, in this connection we should consider other factors like improvement of normal intake capacity of the existing schools creating provision of various incentive measures for weaker section of the pupils etc. So, the additional requirement of Primary schools numbering 3400 as proposed in the revised draft Master Plan is justifiable. The III Educational Survey in respect of Middle Schools shows that there are as many as 10,342 habitations with estimated population of 39,84,727, located at a distance of 3.1 K.m. or more from a nearest Middle school. It must be necessary to see the possibility to get the required number of children at the rate of 90 pupils for one Middle school in those habitations. But at least in 50 percent of those habitations, such possibility is quite doubtful for their low density of population. Nevertheless, as the percentage of children target has been accepted to be 58, improving its position of 40 percent in 3316 existing Middle schools, the required number of 1400 Middle schools as proposed in the revised draft Master Plan, is justified. However, the proposed task for establishment and management of such a huge additional burden will require additional Administrative machineries to achieve and streamline the massive task of universalisation of Elementary Education in the State.

ENROLMENT

2.03 The target of enrolment proposed for the Sixth Plan (1978-83) for Elementary Education in Assam are indicated in the following table.

Table :- 7

Target of achievement by 1982-83

Year	Estimated pop- ulation(in lakhs)		Estimated Enrol- ment(in lakhs)		Percentage of Enrolment	
	6-10	10-13	6-10	10-13	6-10	10-13
<u>1977-78</u>						
Boys	10.88	7.36	9.49	3.64	86.50	49.50
Girls	10.44	7.19	6.73	2.19	64.50	30.50
Total	21.32	14.55	16.22	5.83	76.00	40.00
<u>1982-83</u>						
Boys	12.85	8.48	12.85	5.98	100.00	70.00
Girls	11.83	8.03	10.10	3.61	85.00	45.00
Total	24.73	16.51	22.95	9.59	92.00	58.00

2.04 A study of the above table reveals that at the Elementary level the additional children of 10.49 lakhs in the age-group 6-13 is proposed to be brought to school by 1982-83. A cognisable study of progress of Elementary Education in Assam since independence onward from the point of view of enrolment coverage is a very difficult task. The State of Assam has been dismembered into five different States including Nagaland, Meghalaya, Arunachal Pradesh, Mizoram at different times under different factors. So, the applicable comparative figures can be accepted since 1974-75 after the latest dismemberment of the State of Mizoram from the State of Assam. During the last four years (1974-78) the average annual increase of enrolment is only 0.20 lakhs. Under the said circumstances, it will really be quite a gigantic task to cover

up such a large enrolment during the Sixth Five Year Plan period. There are numerous factors responsible for such a slow growth of enrolment and it must be admitted that the insignificant growth of enrolment is primarily due to lapses in various aspects of the existing system, process and strength of the Elementary Education administration, which definitely warrants a thorough study for universalisation of Elementary Education in Assam.

GIRLS EDUCATION

2.05 In comparison to progress of Education for Boys, the Girls Education in the Elementary stage in Assam is much underdeveloped. The literacy among females in the State is only 20 percent (Census 1971), which included Meghalay, Arunachal Pradesh and Mizoram, as those hill States, in respect of female education are much more advanced in literacy position than Assam, the percentage of female literacy in Assam will definitely be less than the Census figure as stated. The percentage of school going girls in the age-group 6-10 is 64.5 against 86.5 for boys. The percentage of school going girls in the age-group 10-13 is 30.5 against 49.5 for boys and worse than that in the Primary stage. During the 6th Five Year Plan period (1978-83) it is proposed to improve the percentage of school going girls in the age-group 6-10 to 85 from 64.5 and in the age group 10-13 to 45 from 30.5. In view of the rate of improvement achieved during the Fifth Five Year Plan the achievement of the proposed target will evidently be a stupendous task to be achieved.

SCHEDULED CASTES AND SCHEDULED TRIBES.

2.06 The enrolment of children belonging to Scheduled Castes in the age-group 6-10 is proposed to be increased from 1.51 lakhs to 2.40 lakhs. Their enrolment in the age group 10-13 is proposed to be increased from 0.45 lakhs to 0.64 lakhs during the Sixth Plan period. The enrolment of children belonging to Scheduled Tribes in the age-group 6-10 is proposed to be increased from 2.67 lakhs to 4.19 lakhs. Their enrolment in the age group 10-13 is proposed to be increased from 0.70 lakhs to 0.85 lakhs. Though commonly backward are those two communities, their modes of living are quite different in many respects. The Scheduled Castes population, who once predominantly inhabited near some river banks and in some villages having no direct touch from the modern urban environment and communication, but due to growth of a very complex socio-economic situation, the Scheduled Castes population have been compelled to leave their identified areas and to mix up with the main stream of life acquiring new trades and vocations, though they are still poverty stricken. The tribal population, most of whom have their own languages and culture in different areas and blocks, predominantly occupied with their own traditional inheritance. There are 131 community Development Blocks in the State of Assam of which 54 Blocks with approximately 4000 villages the population of Scheduled Tribes is 50 percent and above in Plain areas. The two hill Districts of Assam are in majority tribal populated ones and the Scheduled Tribes percentage there is 57.7%. In the Plain Districts also, some areas in Kokrajhar, Majuli and Dhemaji Sub-

Divisions are predominantly inhabited by Scheduled Tribe population. There are as many as more than nine minority languages, most of which are used by the Scheduled Tribe population of the State and also used as media of instruction in some of the schools. In some Districts of Assam there are numbers of bi-lingual schools even with limited tribal pupils only, to facilitate them for their upliftment. For such a heterogenous composition of Tribal Communities and for protection and development of their language, custom and tradition for which a constant care-taking process and preparation of thorough micro-planning for universalisation of those Scheduled Caste and Scheduled Tribe children is really a very stupendous task to be achieved.

WASTAGE

2.07 Wastage and stagnation, which means dropping out of children from schools and repeating in grades are burning problems in this State. These diseases have prevailed in the system of education long since. High rate of drop-outs and graderepeaters poses threat to the educational progress and has in fact, been the contributory factor leading to the failure of educational efforts. These ailments not only concern the domain of education but create social and economic problems too. In the field of Primary stage of Education in Assam the rate of wastage, stagnation and their resultant dropping out is so discouraging that it surpasses all other complicated problems of Primary Education in the State. From statistical records available, at the end of the Fifth Five Year Plan (1977-78) the number of children who do not attend school are 5.10 lakhs in Primary stage of whom

3.71 lakhs are girls and 8.72 lakhs children in Middle stage of whom 4.99 lakhs are girls. These calculated the number of children who do not attend school as well as the dropouts. Till now, no scientific survey to find out the actual position of wastage and stagnation has been undertaken for the State as a whole except a comprehensive research study covering the district of Sibsagar, which is one of the advance districts of Assam, conducted by Dr. R.C. Das (the present investigator) in 1971-72 which shows that the rate of wastage even in that advanced district in the Primary stage is very high and much higher in case of girls. His findings as noted below will expose the severity of this disease in Assam:-

Table :- 8

	Boys	Girls	Total
Wastage - -	15.22%	12.88%	14.24%
Stagnation - -	60.81%	63.71%	62.03%

It has detrimental effect directly on universalisation of Elementary Education in Assam and so, is a most important factor of study in this respect.

QUALITY IMPROVEMENT

2.08 The content and quality of Elementary Education and its universalisation are interdependent. If the content of education relevant to its quality is improved, this itself will definitely help in universalisation.

universalisation of education. Without improvement of content and quality of Elementary Education within the system, no external effort can ever be successful in achieving universalisation. Hence it is proposed to improve the quality of Elementary Education in Assam during the 6th Plan through improvement of curriculum, better science education, strengthening the teacher education and training system along with inservice short-course training for teacher educators and supervisors, limitation of academic teaching hours, utilisation of rural skills in teaching purposes and application of socially useful productive works in school Curriculum. No special attention was paid to these factors as a massive programme of education in Assam in her earlier Plans in their implementation.

CONCLUSION

2.09 The above important tasks for the universalisation of Elementary Education in Assam during the 6th Five Year Plan would require the adoption of scientific strategies. The most important of them would be to find out the unscientific and avoidable defects in the existing structure and pattern of the administrative machineries of Elementary Education and to improve, strengthen and streamline the administrative system for implementation of the Schemes and tasks successfully in the State.

Therefore, this special study of the Administration of Elementary Education in Assam in relation to the Universalisation of Elementary Education is indeed necessary and thus has been initiated as a joint venture of the Ministry of Education and Social Welfare, Government of India, New Delhi, National Institute of Educational Planning and Administration, New Delhi and the State Education Department of Assam, Gauhati.

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A S S A M

C H A P T E R III

OBJECTIVES

C H A P T E R - III

OBJECTIVES

3.01 The problem of Universalisation of Elementary Education, has, no doubt, become a matter of critical significance. The appalling backlog of non-enrolled children of school going age coupled with high extent of wastage and stagnation, specially, in the educationally backward States will soon reach an unmanageable magnitude if necessary steps are not taken immediately. The full realisation of the goal of universalisation of Elementary Education will require a multipronged attack in different related fronts and proper mobilisation of financial, human as well as organisational resources at all levels. An important aspect of the measures will be to strengthen and streamline Educational Administration, in these States. Because many aspects of the success of universalisation are linked with efficient administration in the area of education. Such re-organisation, strengthening and streamlining, will, however have to be done on the basis of the findings, of a detailed study of the gaps and deficiencies in the existing administrative system of Elementary Education. The purpose of the present study, therefore, is to identify the areas where reform and strengthening is required so as to hone-up the administrative machinery for success of universalisation.

3.02 The main objectives of the present study would be as follows :-

(a) To study the adequacy of present administrative system for Elementary Education in Assam in relation to

to the programme of Universalisation of Elementary Education.

- (b) To indicate, on the basis of the findings of the study, ways and means of reforming, strengthening and streamlining the administrative machinery with a view to improving the implementation of the programme of universalisation.
- (c) To suggest ways and means of co-ordinating the efforts of other developmental agencies for successful implementation of the programme of universalisation as envisaged in the 6th Five Year Plan(1973-83) of Assam.
- (d) To suggest a framework for decentralisation of administration and involvement of community with the programme.

The study of the administrative arrangements for Elementary Education will have to be undertaken at different units of administration viz. village level, Block level, Sub-divisional level (no District level administration of Elementary Education in Assam), Directorate level and State level. At every stage, the study will be in relation to the operational task of the programme of Universalisation.

3.03 The study would try to indicate the adequacy or otherwise of the present administrative arrangement in relation to the tasks it has to perform in connection with the implementation of the programme of Universalisation of Elementary Education. The study would, therefore, include such aspects as -

- (a) Identification of non-enrolled and non-attending children, dropouts, places where new schools need to be established, places where non formal education centres could be established, children for whom incentives are to be provided etc.
- (b) Assessment of teacher requirement.
- (c) Arrangement for preservice and inservice training of teachers.
- (d) Provision of physical facilities.
- (e) Arrangement for management and supervision of schools.
- (f) Mobilisation of community resources.
- (g) Measures for improvement of quality of education.
- (h) Arrangement for monitoring and evaluation of programmes and its sub-programmes.
- (i) Arrangement for inservice training of educational administrators at different levels etc.

3.04 These tasks of the indepth study of administration will involve :-

- (a) A detailed study of the education codes, manuals, departmental rules etc. which lay down the functions of the various administrative personnel and different levels.
- (b) Interviews with a view to obtaining informations about the functions performed by various categories of personnel of the administrative machinery.
- (c) Observations of the actual functioning of the administrative personnel.
- (d) Administration of the questionnaires and interview Schedules to selected sample of functionaries for electing opinions about how the various tasks are being functioned and /or need to be functioning.

3.05 For the sample study 2 Sub-divisions (there is no district level administrative unit of Elementary Education), 4 C.D. Blocks, and 12 Villages were to be selected for observation, interview and administration of questionnaires etc. The purpose of the sample study is to help determine whether functions actually performed by various categories of administrative personnel are as laid down in codes, manuals and departmental rules etc. In the State of Assam, the sample for the study consists of the following areas :-

2 Sub-Divisions :- Goalpara and Nowgong

4 C.D. Blocks :- Dudhnoi and Balijana C.D.Blocks of Goalpara Sub-division, Laukhowa and Kaliabar C.D.Blocks of Nowgong Sub-Division.

12 Villages :- (a) Dudhnoi Block :- 1. Khare Bagribari
2. Thekera Part-II
3. Kayasthpara
(b) Balijana Block :- 4. Dauli Izra
5. Agia Part-II
6. Daraka Gajapara
(c) Laukhowa Block :- 7. Barunguri
8. Garajan
9. Kachaikhaity
(d) Kaliabar Block :- 10. Sarubhagia
11. Dulal Mdhab
12. Pub-tharia

The procedure adopted for selection of these areas have been detailed in Chapter-IV (following the guidelines of National Institute of Educational Planning and Administration)

3.06 The study should cover various detailed aspects such as :-

- (a) Role of head of S.T. and M.T. schools in respect of enrolment and attendance.
- (b) Academic, administrative and financial powers and responsibilities of these head teachers relating to universal enrolment and attendance.
- (c) Physical facilities for village Primary schools.
- (d) Orientation of S.T. school heads in Multiple-Class teaching techniques.
- (e) Constitution of village level school Committees for supervision and guidance in the programme of Universalisation of Primary Education.
- (f) Participation of local representatives in need-based planning for Universalisation of Primary Education.
- (g) Availability of incentives and proportion of beneficiaries representing girls, Scheduled Caste, Scheduled Tribes and Other Backward Classes Communities.
- (h) Matters relating to regular disbursement of salaries and other administrative matters as increment, leave, contingencies etc.
- (i) Implementation of common school system.
- (j) Authority to assess the physical needs of the school.
- (k) Management of socially useful productive work in schools.
- (l) Implementation of curricular reform and improvement of quality of education.
- (m) Resident and non-resident teachers and provision of residential accommodation for women teachers in rural areas.
- (n) Duties and responsibilities of inspecting staff such as span of control, planning and recording of visits, guidance to teachers, meetings with teachers, monitoring to the higher authority etc.

- (o) Academic, administrative and financial procedures at Block and Sub-divisional level and responsibilities of the education Officers in the above respects at different levels.
- (p) Follow up actions of visits to schools.
- (q) Decentralisation of control and powers in administrative and academic matters.
- (r) Relation of the Elementary Administrative machinery with the District Inspector of schools.
- (s) Size of educational Sub-divisional and Districts.
- (t) Scale of pay and nature of functions of inspecting staff at all levels of educational administration.
- (u) Control and interchangeability of the inspecting staff with other services.
- (v) Levels of decision making.
- (w) S.C.E.R.F.(S.I.E.) and its district units.
- (x) Provision of Ashram type Schools in sparsely populated areas.
- (y) Relevance of establishment of regional (zonal) unit of administration in the context of Universalisation of Elementary Education.
- (z) Organisational structure at various levels of administration, control, budget, monitoring at State level machinery.
- (a₁) Machinery for collection, compilation and utilisation of educational statistics for planning purposes, strength of planning machinery.
- (b₁) Control of various T.T. institutions in respect of administration and quality of education- role of S.I.E./S.C.E.R.F. in this respect.
- (c₁) School mapping, education code, guidance manual for school teachers in respect of academic, administrative and financial duties.

- (d₁) Organisation of infrastructure for Non-Formal Education at Village, Block, Sub-divisional or District and State level.
- (e₁) Committee for co-ordination of the programme of Non-Formal Education.
- (f₁) Various pilot projects running in the State.

These and many other essential aspects of Elementary Education in the State in relation to Universalisation will have to be highlighted in the report of the study.

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C H A P T E R IV

SAMPLING : DATA COLLECTION & TECHNIQUES

C H A P T E R - IV

SAMPLING DATA COLLECTION AND TECHNIQUES.

4.01 The objectives of the present study of the Administrative system of Elementary Education in Assam State has been detailed in para 3.02 and also the aspects to be covered in this study in para 3.03 and 3.06. For this study different techniques were to be used including administration of questionnaires to the concerned agencies for collecting informations on various aspects of the study. As has already been mentioned, such techniques and procedures to be adopted for the study will include such tasks as :-

- (a) Detailed study of the educational codes, manuals, departmental rules etc. which lay down the functions of the various categories of administrative personnel at different levels.
- (b) Interviews with a view to obtaining informations about the functions performed by various categories of personnel of the administrative machinery.
- (c) Observation of the actual functioning of the administrative personnel.
- (d) Administration of questionnaires and interview schedules and information sheets to selected sample of functionaries for eliciting opinions about how the various tasks are being functioned and/or need to be functioning.

4.02 For indepth study at Village, Block and Sub-division level of administration, following questionnaires and Schedules as prepared by National Institute were used making necessary modifications, along with those devised by the reporter :-

- A. Village Schedule - A I - General information from Headmaster.
A II- Information about community involvement.
- B. Block Schedule - B I - General informations.
B II - Information from Block(Circle) Education Officer) (S.I. of Schools).
B III- Information about Panchayat
- C. District/Sub-division level - C I - Informations from Deputy Inspector of schools.
C II- Informations about Mankuma Parishad.
- D. Village School Committee Schedule.
E. Management of Hostels and Incentives Schedule
F. Questionnaire on Non-Formal Education in the Village.
G. Consolidated Data sheets etc.

These Schedules and questionnaires duly completed by the concerned functioneries along with other relevant informations collected by visiting the field areas (for on-the-spot study) supplied the required Primary data for analysis. In addition, other secondary data were collected from the data cells of the Directorates of Education, both Elementary as well as Secondary for the purpose. Further, the needed data were also drawn from the 4th Educational Survey of Assam. Directorate of Economics and Statistics, Research Reports and Publications of S. I. E. etc.

4.03 For selection of field areas for indepth study, the guidelines prepared by N.I.P.A. were followed. Educational Sub-districts were arranged according to the

enrolment ratios and two sub-districts were selected from the 3rd and 4th quartile. The Blocks were also arranged according to enrolment ratios and the C.D. Blocks with highest and the lowest enrolment ratios were selected from each sub-district (Sub-division). 3 Villages from each C.D. Block were so selected that one village has a Primary School with one teacher, another village with a multiple teacher Primary school and the 3rd village with a middle (upper Primary school) level school.

There is no district unit of administration in this State in respect of Elementary Education. The entire State is divided into 25 Educational Sub-districts (or Sub-division as is called in Assam). As such a Sub-division is the unit of administration (in respect of Elementary Schools) next to the Directorate of Elementary Education at the Headquarter. Hence two from among the 25 Education Sub-divisions of the State were selected after arranging them in the descending order of enrolment ratios at the Elementary level as shown below. For this purpose sub-divisional projected population were drawn from the Handbook of the Directorate of Economics and Statistics dealing with population statistics were consulted while considering the projected population. As per State norms 12.9% of the population were to be taken for working out estimated children population in the age-group 6⁺-9⁺ (Primary stage consisting of 4 years in Assam) and 9.3% for the age group 10⁺-13⁺ (Middle level). Thus for the Elementary level as a whole, 22.2% of the projected sub-district population were taken to represent the estimated children population in the age group 6 - 13.

There are few areas which are considered as Educational Sub-districts but are not revenue Sub-districts. In such cases, population available as a revenue sub-district is shown in the table. As regards the corresponding Educational figures, the data have been taken from the Directorate of Public Instruction, Assam as available from the annual returns. On the basis of these two varieties of Secondary data, the enrolment ratios for the Elementary level of Education for 1977-78 were worked out as shown in the following table :-

Table :- 9

Sub-Divisions	Enrolment Ratios of the Elementary level
1. Sibsagar -	88.2%
2. Jorhat (82.7%
3. Majuli)	
4. Haflong -	76.7%
5. Dhemaji -	76.6%
6. Rangia -	71.0%
7. North Lakhimpur-	69.5%
8. Nalbari -	60.6%
9. Diphu (59.1%
10. Hamren)	
11. Hailakandi -	59.06%
12. Gauhati -	58.7%
13. Golaghat -	57.2%
14. Silchar -	57.1%
15. Morigaon -	54.9%
16. Barpeta -	54.6%

17. Karimganj	-	54.1%
18. Nowgong	-	53.1%
19. Tinsukia	-	51.5%
20. Tezpur	-	49.6%
21. Goalpara	-	48.9%
22. Kokrajhar	-	48.6%
23. Dibrugarh	-	48.2%
24. Mangaldoi	-	45.5%
25. Dhubri	-	45.0%

4.04 From among the Sub-districts falling in the 3rd and the 4th quartiles, Nowgong Sub-division and Goalpara Sub-division were selected for study. These two Districts have specialities among others. Goalpara is the seat of the original inhabitants of Assam, the Bodos, the Avas and the the Rajbangshis, whose culture has predominated the lower Assam region. The Sub-division is located in the border District of Assam and West Bengal and as such here could be seen a synthesis of Assamese and Bengali culture. The spoken dialects there indicates the influence of Benglai language. The area is specilly rich in folk Culture. It has char area population along the bank of the Brahmaputra as well as sufficient Muslim population. Further, there are many plains tribal communities. One could see the remnants of the old Zamindari system in this Sub-division. The District of Goalpara has the second lowest percentage of literacy i.e. 21.83% according to 1971 Census. About 67% of the total workers are cultivators.

Nowgong Sub-division links up Lower and Upper Assam regions. This is the birth place of Sri Sri Sankar Dev, the great religio-cultural leader of Assam. This District is ^a seat of Vashnavite culture of the State and shows the predominance of the original religio-cultural heritage of the great Guruj. Further, many of our literary, cultural figures and writers come from this District. It also has Tea-gardens and tea-garden population. Nowgong Sub-division contains the highest number of C.D. Blocks. The District percentage of literacy (28.92%) represents almost the average for the State as a whole (28.24%). It has Muslim (population) peasants, who originally came from the then East Pakistan and now partially accepted Assamese culture. They use Assamese as the school medium. There are villages with Pobjabi population totally merged with Assamese culture and society.

4.05 For selection of C.D.Blocks in these two Sub-districts, enrolment ratios at Block level were worked out on the basis of September/73 figures as drawn from the 4th Educational Survey data. For selection of Blocks, Primary level enrolment ratios were considered. The school going population of age group 6-10 were worked out from the estimated Block level population as per 4th Educational Survey. The Primary enrolment data were also taken (as on September '73) from the Educational Survey figures.

Table :- 10

Goalpara Sub-division

Names of the Blocks	Primary Enrolment ratio according to 4th Educational survey data.
1. Dudhnoi C.D. Block	87.8%
2. Matia -do-	77.6%
3. Lakhpur -do-	74.9%
4. Vaitamari -do-	72.6%
5. Srijangram -do-	72.5%
6. Balijana -do-	70.5%

From among these six C.D.Blocks, Dudhnoi and Balijana C. D.Blocks having highest and the lowest enrolment ratios at the Primary stage were selected for study. The three villages selected from each of the two C.D.Blocks were as follows :-

Table :- 11

Dudhnoi C.D. Block

Name of the village	Name of the school	Type
1. Khare Bagribari	Khare Bagribari L.P. School	Single teacher Primary
2. Thekera Part-II	Dudhnoi Saranarthi L.P. school	Multiple teacher Primary.
3. Kayasthapara	Kayasthapara Janata M.V. school	Middle level school having Classes I-VII

BALIJANA C.D. BLOCK.

1. Dauli Ijra	Dauli L.P.School	Single teacher Primary
2. Agia Part-II	Agia Govt. Junior Basic school	Multiple teacher L.P. school.
3. Daraka Gaja- para	Daraka Gajapara M.V.school	Middle level schools hav- ing Classes I-IV. . .

Nowgong Educational Sub-division consists of the following 9 C.D. Blocks shown along with the enrolment ratios at the Primary level.

Table:- 12

Name of the C.D. Blocks	Enrolment Ratio(Primary)
1. Laukhowa C.D. Block	92.1%
2. Kothiatoli -do-	85.2%
3. Khagarijam -do-	83.0%
4. Rupani -do-	75.3%
5. Jogijam -do-	75.1%
6. Juria -do-	73.4%
7. Batauraba -do-	69.3%
8. Lanka -do-	66.1%
9. Kaliabar -do-	48.6%

As seen above Laukhowa and Kaliabar C.D. Blocks have the highest and the lowest enrolment ratios at Primary level. As in case of the Goalpara Sub-division, in this Sub-division also 3 Villages from each of the two Blocks i.e. Laukhowa and Kaliabar C.D. Blocks, were selected in such a way that some Village has a single teacher Primary school,

another having a multiple teacher L.P. and the third having a M.V.school (Classes I-VII).

The selected schools and Villages are :-

Table :- 13

LAJUNHONA C.D. BLOCK

Name of the village	Name of the school	Type
1. Barunguri	Barunguri L.P.school	Single teacher
2. Garajan	Garajan L.P.school	Multi teacher
3. Kachakhaity	Kachakhaity M.V, school	Middel level school having classes I-VII

KALIABAR C.D. BLOCK

1. Sarubhagia	Madhya Sarubhagia L.P.school	Single teacher school
2. Dulal Madhab	Niz Kaliabar L.P. school	Multi teacher school
3. Pub-tharia	Pubtharia M.V.	Middle level school (Classes I-VII)

4.06 Detailed analysis of the Primary data collected from the selected areas is given in the next chapter. In the sampled areas, the concerned Headmasters of the selected schools, important men of the Villages, the Circle (Level) Sub-Inspectors of schools, the Deputy Inspectors of schools and the Block Development Officers, Mahkuma Parishad Officials etc. were involved in the study. In addition, interviews and discussions were arranged with reputed educationists, administrators and experienced persons in other fields of activities. Secondary data were collected from different sources. Departmental and Secretariat level administrators of Education were consulted. Rules, Codes, Manual etc. as well as Research papers and other references available in S.I.E. were also consulted.

Taking all these into consideration and keeping in view the operational tasks relating to the study, an effort is made to study the administrative system of Elementary Education in Assam at Village, Block, Sub-
as
division as well/Directorate and Departmental levels.

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C H A P T E R V

ANALYSIS OF PRIMARY DATA

C H A P T E R - V

ANALYSIS OF PRIMARY DATA

PART - I :- GENERAL INFORMATION.

5.1.01 For Village and Block level analysis, necessary Primary data were collected from four Blocks and the twelve selected Villages in the two Sub-districts of Goalpara and Nowgong. The method of selection of the Blocks and the criteria adopted for selection of Villages have been detailed in Chapter- IV. The 3 Villages in each Block were so selected that one Village had a single teacher Primary School, the other had a Multiple teacher Primary school and the third had an M.V. (middle level including primary section) school in it. The field Officers concerned with Elementary Education at the Block level after discussion selected Villages accordingly which are now being analysed.

5.1.02 The selected Villages in Goalpara Sub-division Kayasthapara in Dudhnoi Block and Deuli Ijra, Agia Part-II and Khare Bagribari, Thekerka Part-II and/Darka Gajapara in Balijana Block. Khare Bagribari has a mixed population with majority of Boro, Rava and Garo population. Village Thekerka has Scheduled Tribes as well as Scheduled Castes and Village Kayasthapara has majority general Caste Hindu population with Scheduled Tribes as well as some Scheduled Castes population. Village Deuli Ijra has all Other Backward Classes population, Village Agia with majority Scheduled Caste and Village Darka Gajapara has all Scheduled Tribes population. Similarly in Nowgong Sub-division, Villages Barunguri, Garajan and Kachakhaty were selected from Laukhowa Block and Villages

Sarubhagia, Dulal Madhab and Pubthoria in Kaliabar Block. Barunguri has majority Scheduled Castes population whereas Villages Garajan and Nachakhaity have all or majority immigrant muslim population. In all the 3 Villages of Kaliabar Block have in majority caste Hindus and Other Backward Classes population.

5.1.03 The Villages and the schools in the four Blocks/^{were} visited along with the Research Associate and the concerned Block Education Officers (Circle Sub-Inspector of schools in Assam) for collection of Primary data, on-the-spot observation and discussion with the local people in the village. It may be mentioned here that in this State the Panchayat system has no direct link with school Administration. But, however, they occasionally have certain provision of nominal financial non-recurring grant for improving physical conditions and supply of furniture to some selected needy schools in the Blocks. There is a Standing Committee for Education of the Mahkuma Parishad (Sub-divisional level) where Deputy Inspector of Schools, being the head of educational administration at Elementary level in the Sub-division, is an ex-officio member of the Committee. He is invited to attend meeting only when the Mahkuma Parishad discusses matters relating to education or distribution of grants, if any, to deserving schools. As per the provision in "The Assam Panchayat Raj Act" of 1972, each Panchayat is required to construct or improve school buildings, provide for equipment and play-ground facilities, look after school feeding programme, establish gardens, organise exhibitions/seminars, library etc within jurisdiction. The Block

Development Officers were also consulted while visiting the villages and the schools. The Block authorities also receive grants from the Government to help the needy schools in the Blocks.

5.1.04 There was no additional information of any kind available either in the Mahkuma Parishad or in the Block Development Officer's Office relating to education. All necessary primary data and informations were collected from the Villages and the Headmasters of the selected schools. All Block level and Sub-divisional level data on Elementary Education were collected from the office of the Deputy Inspector of Schools in the two Sub-divisions. Meetings were held in the Sub-divisional Education Offices with all the concerned Sub-Inspectors of schools and Assistant Sub-Inspectors of schools, who inspect and supervise Elementary Education in the villages and the Blocks.

5.1.05 Goalpara Educational Sub-division has two separate Sub-Inspecting Officers having special responsibility one for the Bodo and the other for Garo medium Elementary schools. There are 74 Bodo and 114 Garo medium (including mixed media schools) Primary schools in this Sub-division

P A R T - II

ANALYSIS - GOALPARA SUB-DIVISION.

A. VILLAGE LEVEL ANALYSIS -

5.2.01 The two selected Blocks in this Sub-division are Dudhnoi and Balijana having the highest and lowest enrolment-ratios respectively among the six C.D.Blocks constituting Goalpara Sub-division. The details are shown at para 4.05. The table below indicates the villages and the schools selected for study in this Sub-district.

Table .- 14

GOALPARA EDUCATIONAL SUB-DIVISION.

C.D.Blocks	Villages	Schools	Type
Balijana Block	1..Deuli Ijra	Deuli L.P. school	Single teacher
	2..Agia Part-II	Agia Govt. Junior Basic	Multi teacher
	3..Darka Gajapara	Darka M.V. school	Middle school (classes I-VII)
Dughnoi Block	4..Khare Bagri-bari	Khare Bag-ribari L.P.	Single teacher
	5..Thekera Part-II	Dudhnoi Sa-ranarthi L.P	Multi teacher
	6..Kayasthapara	Kayasthapara Janata M.V.	Middle school (Classes I-VII)

These selected Villages in the two Blocks have different population patterns. This has been described in para 5.1.02. As the analysis in the following paragraphs will show, the schools include Caste Hindus, Scheduled Caster,

Scheduled Tribes and specially the immigrant Muslim children. The prominent villagers of these villages were contacted and problems were discussed. On the basis of the data collected through the interview Schedules, questionnaires, Data sheets, observations and discussions, the position of administrative practices at the village level in regard to the Universalisation of Elementary Education is detailed in the succeeding paragraphs.

CENSUS OF CHILDREN.

5.2.02 In none of the schools there is any system of taking regular annual Census of the children of any age group. Such Census is usually taken during Educational Surveys. It was last taken during 4th Educational Survey also. Even during such Census taking the teachers simply supply informations for compilation of Survey data. No comparison is made locally to ascertain the steps to be taken to increase enrolment. Nor such data is used for planning education at micro-level. In fact, there is no system of micro-planning. In some areas such census is neither accurate nor valid for a period because of migrations or rehabilitations. The problem is more difficult in river banks, 'Char' (River Islands) areas and Inter State borders. However, in the present analysis the estimated children population has been worked out from the estimated feeding population and the data of 4th Educational Survey has been used where necessary.

IDENTIFICATION OF NON-ENROLLED CHILDREN

5.2.03 In absence of a regular system for taking Census of children of the school going age, it is difficult to ascertain the number of non-enrolled children. But, the present estimated population (as on 30-9-78) according to the 4th Educational Survey data could be used with reasonable reliability. In the sample Villages, the local Headman and other prominent men of the villages as well as the Headmaster could give us the estimated population with good percentage of accuracy. Further, they discussed amongst themselves and could ascertain the actual number of households from which the children fed the schools. They even could enumerate the families from other villages or habitations who sent their children to the surveyed schools. In our present analysis, the population data of 4th Educational Survey has also been used making necessary correction in the light of population estimated as per local people of the villages. The population of the Deuli Ijra Village is solely surveyed by the Primary school (Deuli L.P.) located therein. As per 4th Educational Survey the population of Deuli Ijra is 373. The multiple teacher Primary school located in village Agia (Part-II) serves the 100% population of two villages i.e. Agia (Part-II) with 784 population (all Scheduled Caste) and Agia (Part-I) with 308 population (no Scheduled Caste or Scheduled Tribes). But, in addition, the school is also fed by 75% of the population of Dorapara habitation (736) with majority of Scheduled Caste and about 10% Scheduled Tribes and another habitation named Balijana with 644 population (mixed population).

Thus, in total, little more than 1700 population are served by this school. In case of Darka Gajapara Middle Vernacular school, the middle section the school serves not only the population of the village (469) but also populations of eleven other habitations. The local people estimated an approximate population of 3000 (including 469 of the village) which is being served by the middle section of the village. So far as its Primary section is concerned, it is being fed by population of 469 of Darka Gajapara village as well as additional population of 350 from the habitations of Darka Kachlatpara, Darka Docharapara, Depalchung and Majarapara. But it was not possible to ascertain the percentages according to communities. But majority of this population of 319 is definitely Scheduled Tribes. It is stated that 90% of the population could be taken as belonging to Scheduled Tribes. The estimated feeding population in case of Khare Bagribari L.P. is mentioned as about 694 of which all are Scheduled Tribes population. In case of Dughnoi Saranarthi L.P. school located in village Thekera has an estimated feeding population of about 1000 (as mentioned by the Head teachers) of which 300 belong to Scheduled Caste and 350 belong to Scheduled Tribes. In case of Kayasthapa Janata M.V. School, the Head teacher has estimated the available children population of Elementary age-group in the village as 187 of which 81 belong to Scheduled Tribes and 19 to Scheduled Caste. At all places however the local people could not ascertain the sex-ratio in the population. It has therefore, been decided to divide the population wherever necessary into male and

and female according to the sex-ratio for the Sub-division as per Census of 1971 i.e. 931 females per 1000 males. This principle has been adopted wherever the estimated sex-wise population is not available.

5.2.04 Accordingly, the percentage of estimated non-enrolled children of Primary and Elementary age group are worked out and the position is shown below :-

Table :- 15

ESTIMATE OF NON-ENROLLED CHILDREN.

PRIMARY STAGE (6+-10)

Estimated children			Estimated non-enrolled			Percentage of Non-enrolled		
T	S.C.	S.T.	T	S.C.	S.T.	T.	S.C.	S.T.
<u>Deuli L.P. school</u>								
B-	27	-	10	-	-	37.0	-	-
G-	26	-	13	-	-	50.0	-	-
T-	53	-	23	-	-	43.4	-	-
<u>Agia Govt. Junior Basic</u>								
B -	128	92	21	26	2	16.4	28.3	33.3
G -	120	86	31	51	2	25.8	59.3	40.0
T -	248	178	52	77	4	21.0	43.3	36.4
<u>Khare Bagribari L.P.School</u>								
B -	47	47	34	34	34	72.3	-	72.3
G -	43	43	17	17	17	39.5	-	39.5
T -	90	90	51	51	51	56.6	-	56.6

Dudhnoi Saranarthi L.P.school

B -	67	20	24	12	18	17	18.0	90.0	70.8
G -	63	19	22	29	18	16	46.0	94.7	72.7
T -	130	39	46	41	36	33	31.5	92.3	71.7

ELEMENTARY STAGE (6⁺-13)

Darka Gajapara M.V. school.

B -	345	-	310'	230	-	216	66.7	-	69.7
G -	321	-	289	277	-	263	86.3	-	91.0
T -	666	-	599	507	-	479	76.1	-	80.0

Kayasthapara Janata M.V. school.

B -	95	10	42	37	2	18	38.9	20.0	42.2
G -	92	9	39	26	1	7	28.2	11.1	18.0
T -	187	19	81	63	3	25	33.6	15.8	30.9

T = Total, S.C. = Scheduled Castes, S.T. = Scheduled Tribes,
 B = Boys, G = Girls, L.P. = Lower Primary, M = Male,
 F = Female

5.2.05 It is seen that at the primary level the percentage of non-enrolled children varies from 21.0% to 56.6%. Generally speaking, the percentage of non-enrolled girls is higher than that for boys in all the schools except Khare Bogribari L.P. and Kayasthapara Janata M.V.school. It was found that there were 2 more L.P. schools within 1.5 K.Ms. from Khare Bogribari L.P. and another 4 L.P. schools within 2 K.Ms. distance from Kayasthapara M.V. school. It needs further probe to find out the reasons of having higher percentages of non-enrolled boys in these two schools. When Elementary level as a whole is considered Kayasthapara M.V. stands better

as the percentage of non-enrolled children is only 33.6% compared to 76.1% in case of Darka Gajapara M.V. school. In case of Scheduled Castes the percentage of non-enrolled children varies from 43.3% to 92.3% whereas the variation is from 36.4% (Agia Govt. Junior Basic) 71.7% in case of Scheduled Tribes. It may be noted here that the enrolments in the schools, in fact, do not strictly corroborate to the age group 6⁺-9⁺ for Primary and 10⁺-12⁺ for Middle. This is, as known to all, a perennial problem in school level administration of Education in Assam. It can be seen that Dudhnoi Saranārthi school presents peculiar results so far as Scheduled Caste non-enrolled percentage is concerned.

IDENTIFICATION OF NON-ATTENDING CHILDREN.

5.2.06 The school records were examined in respect of non-attending children. The schools maintain good monthly record of average attendance. Enquiries revealed that there is no system of taking any step by schools to improve attendance. There is no official direction in this regard. There are instances where some dynamic and influential teachers, enquire local parents about absence of their children in school regularly. Ignorance and other socio-economic reasons are primarily responsible for such irregular attendance. It was found that names of irregular pupils were not usually struck-off from the enrolment registers. There are however rumours of fake enrolments as well, which could neither be ascertained nor defended. The table below indicates the average attendance in the surveyed schools for the

month from September '78 to December '78. Among the six schools Deuli L.P. could not provide the class-wise average attendance; hence total is shown :-

Table .- 16

School	Classes	Average Attendance in %			
		Sept '78	Oct '78	Nov '78	Dec '78
Deuli L.P. school	(I-IV)	50.0	33.3	50.0	50.0
Agia Govt. Junior Basic	I	86.4	85.2	88.9	87.6
	II	85.4	92.7	85.4	92.7
	III	89.5	86.0	91.2	93.0
	IV	88.0	92.0	88.0	92.0
Total (I-IV)		87.3	87.7	88.7	90.7
Darka H.V. school	I	60.0	60.0	57.1	60.0
	II	76.9	76.9	84.6	53.8
	III	80.0	70.0	60.0	60.0
	IV	91.7	58.3	66.7	66.7
Total (I-IV)		71.4	64.3	64.3	60.0
	V	76.9	69.2	69.2	69.2
	VI	84.0	76.0	72.0	72.0
	VII	91.7	91.7	91.7	91.7
Total (V-VII)		80.9	74.2	73.0	73.0
Total (I-VII)		76.7	69.8	69.2	67.3
Khare Bagribari I L.P. school	I	39.0	44.0	41.0	37.0
	II	67.0	29.0	43.0	43.0
	III	66.0	75.0	75.0	75.0
	IV	66.0	100.0	100.0	100.0
Total (I-IV)		55.2	63.7	56.1	54.4

Dudhnoi Saran- arthi L.P.school	I	83.0	57.0	57.0	60.0
	II	40.0	73.0	64.0	64.0
	III	87.0	37.0	66.0	66.0
	IV	59.0	92.0	75.0	75.0
	Total (I-IV)	68.6	72.9	63.4	64.5
Kayasthapara Janata M.V. school	I	69.0	55.0	62.0	52.0
	II	67.0	44.0	55.0	66.0
	III	69.0	69.0	69.0	54.0
	IV	71.0	71.0	71.0	71.0
	Total (I-IV)	68.3	57.1	63.2	59.2
	V	86.0	67.0	77.0	80.0
	V I	89.0	79.0	78.0	72.0
VII	75.0	75.0	99.0	75.0	
Total (V-VII)	84.6	72.6	81.3	70.3	
Total (I-VII)	73.5	62.2	63.3	64.3	

5.2.07 As the values indicate, except the single teacher school at Deuli Ijra, the average attendance can not be said to be frustrating. It also indicates that the average attendance improves in higher grades. On enquiry it was found that the economic condition of the people of Deuli Ijra village is really very poor and this appears to have relation to the low average attendance. But the Headteacher could not give any reason for the un-expectedly low average attendance in his school (33.3%) in the month of October '78. Average attendance in Darka Gajapara area is better than that in the Kayasthapara Janata M.V. so far as Elementary level as a whole is considered as well as at the Primary level. In fact, regularity of attendance depends on many factors which were

not investigated in this study. An important factor is, without doubt, the personality and behaviour of the teachers.

ENROLMENT POSITION.

5.2.03 The enrolment position in the selected schools in the surveyed villages of Goalpara Sub-division are shown in the table below :-

Table :- 17

PRIMARY STAGE (6+-10)

Estimated children			Enrolment as on 30-9-78			Percentage of Enrolment		
T	SC	ST	T	SC	ST	T	SC	ST
<u>Deuli L.P.school</u>								
B-	27	-	17	-	-	63.0	-	-
G-	26	-	13	-	-	50.0	-	-
T-	53	-	30	-	-	56.6	-	-
<u>Agia Govt. Jr.Basic school</u>								
B-	128	92	6	107	66	4	83.6	71.7
G-	120	86	5	89	35	3	74.2	40.7
T-	248	178	11	196	101	7	79.0	56.7
<u>Anare Bagribari L.P.School</u>								
B-	47	-	47	13	-	13	27.7	-
G-	43	-	43	26	-	26	60.5	-
T-	90	-	90	39	-	39	43.4	-
<u>Dudnoi Saranarathi L.P.school</u>								
B-	67	20	24	55	2	7	82.0	10.0
G-	63	19	22	34	1	6	54.0	5.3
T-	130	39	46	39	3	13	68.5	7.7

ELEMENTARY STAGE (6⁺-13)

Darka M.V. School

B-	345	-	310	115	-	94	33.3	-	30.3
G-	321	-	289	44	-	26	13.7	-	9.0
T-	666	-	599	159	-	120	23.9	-	20.0

Kayasthapara Janata M.V. School.

B-	95	10	42	58	8	24	61.1	30.0	57.3
G-	92	9	39	66	8	32	71.8	83.9	82.0
T-	187	19	81	124	16	56	66.4	84.2	69.1

5.2.09 It is seen that enrolment percentage at the Primary level varies from 43.4 to 79.0. The enrolment percentage in Khare Bagribari L.P. schools is the lowest and in Agia Govt. Jr. Basic school it is the highest of the four Primary schools as analysed. In Agia and Thekera areas the enrolment percentage of Scheduled Tribes is better than that for Scheduled Caste population. At the Elementary level as a whole, which covers wider areas around the middle schools, the enrolment percentage varies from 23.9% (Darka) to 66.4% (Kayasthapara). In general, enrolment percentage for girls is always lower than that for Boys, except in Khare Bagribari and Kayasthapara M.V. school. For boys the enrolment percentage at Primary level varies from 27.7 to 83.6 whereas the percentage of girls enrolment varies from 50.0 to 74.2%. In the Agia areas where majority of the population belong to Scheduled Castes, the enrolment percentage for Scheduled Caste girls is 40.7 against 71.7 for Boys. In the other Backward Classes predominated Deuli area the difference between boys and girls' enrolment at Primary level is much less i.e. 50.0 percent for girls against 63.0 percent

for boys. Khare Bogribari presents a very peculiar situation (with all Scheduled Tribe children) showing 60.5% girls enrolment against 27.7% for boys.

ENROLMENT TREND

5.2.10 In order to assess the growth in enrolment in the schools, it is necessary to examine the trend of total enrolment for a number of years. The table below indicates the position of total enrolment in the six schools in this Sub-division for 3 successive years i.e. September '76, September '77 and September '78.

Table :- 13

ENROLMENTS

Schools	September '76			September '77			September '78		
	B	G	T	B	G	T	B	G	T
1. Deuli L.P.	15	13	28	15	10	25	17	13	20
2. Agia L.P.	122	92	214	101	85	186	107	39	196
3. Darka M.V.	92	36	128	111	55	166	115	44	159
4. Khare Bagri- bari L.P.	16	26	42	10	25	35	26	13	39
5. Dudhnoi Sara- narthi L.P.	26	33	59	61	38	99	55	34	89
6. Kayasthapara M.V.	47	53	100	49	67	116	58	66	124

It can be seen that total enrolment instead of increasing shows a decrease at Primary stage in Deuli and Agia and Khare Bagribari schools. This probably is because of abolition of Class V at the Primary stage which completed in 1977. In general however there is an increasing trend in enrolment in all the schools. But it is true that there has been no deliberate effort to increase

enrolment. The observed increase in enrolments is the result of natural population growth, and though slow, the growth indicates a favourable environment for education. It appears, the society has increasingly been conscious of the education, but it is the socio-economic backwardness that hinders the progress. Dudhnoi Saranarthi L.P. shows a sudden and very high increase in enrolment in 1977, and ordinary usual explanation does not appear tenable.

IDENTIFICATION OF DROP-OUTS.

5.2.11 There is no scientific system followed in the schools to ascertain the number of drop-outs. It was, however, found out by consulting the admission Registers and with the help of the Headmasters of the schools. The names of the pupils admitted in Class I in 1975 was followed till 1978 and the pupils who have dropped out of the school for good were ascertained. Those children who left the school with a transfer certificate and those who left school for a number of years but got re-admitted at a later time were not considered as dropout. The table below indicates the drop-out percentage in the surveyed schools in this Sub-division.

Table:- 19

Schools	Initial Cohort 1975 (fresh entrants)	Drop-outs during 4-Years	Percentage of Drop-outs
1. Deuli L.P.	9	6	66.6%
2. Agia Govt. Jr. Basic	32	4	12.5%
3. Darka M.V. (Primary)	23	8	34.8%
(Middle)	(10)	(NIL)	(NIL)
4. Khare Bagribari L.P.	25	5	20.0%
5. Dudhnoi Saranarthi L.P.	29	13	44.8%
6. Kayasthapara Janata (Primary)	22	2	9.1%
(Middle)	(20)	(1)	(5.0%)

The figures indicate that there is wide variation in the percentage of drop-outs in different areas. Kayasthapara Janata M.V. shows 9.1% percent drop out at Primary level against 66.6 percent in Deuli area Single teacher L.P.school. It was reported that the people of Deuli Ijra Village was economically very poor and the personality of the Headmaster (as we could observe) is not favourable for affecting retentivity in the Single Teacher school. In none of the places, there is any deliberate effort made to bring back the dropped out children to schools. The snow of nil drop-out at the middle level in Darka M.V.school/^{has been} explained by the local people. They say that those who have to leave the school leave at the Primary stage and only those children continue at the middle level who take up schooling seriously and parents are also comparatively more conscious. The villagers took an united effort to root out this disease from their village school in the Middle stage.

INCENTIVES TO CHILDREN.

5.2.12 There is no system in any of the schools to provide incentives to the children. In the surveyed villages, there was no incentives in any form from the local communities also. It is obvious that the economic condition of the local communities is not such as to be able to help the school children with any kind of incentives. It was however mentioned by the Headmaster of (Deuli Ijra Village) Deuli L.P. and Kayasthapara Janata M.V. school that in 1977 the pupils of classes I and II of their schools were provided with free text books under a special Scheme. This is probably the same Scheme referred at para 5.3.21 meant for Scheduled Caste and Sche-

Scheduled Tribe and Other Backward classes students. The population of Deuli Ijra village belong to the Other Backward Classes Communities. Headmasters of all the sample schools in the Sub-division agreed that incentives in the form of mid-day meal, text books, papers and stationery or uniform or a cash in the form of attendance Scholarship are bound to increase the enrolment, maintain regularity of attendance and raise the retentive power of the schools. It will surely decrease the dropout rate.

PHYSICAL FACILITIES.

5.2.13 The building condition of Deuli L.P. school in Baliyana Block is the worst among the three schools surveyed. It is badly in dilapidated condition. In rainy days, the roof leaks at several places. In the kutchha floor, the Desks and Benches are not set well in to the ground and they rock at slightest disturbance. Fortunately the 8 pairs of Desks and Benches supplied by the Department are adequate to accomodate the children admitted. There is no teaching aids except the Black Board which is also old and mutilated. There is no Library nor games materials nor any other facility to attract the children to school. There is no arrangement for Urinal or Latrine, even of temporary nature. Most important, there is no provision of drinking water in the school. As the Headmaster mentioned, the local community never takes any interest in business of the school nor extends help to improve building condition of the school. It is stated that the economic condition of the Other Backward Classes community of the village is such

that the people have to remain busy in struggling for their livelihood. Under such circumstances the school can hardly expect any help from the community.

5.2.14 The condition of the building of Agia Junior Basic school is much better. It has a spacious hall type building with 80'x13' Sft. for classes and a Veranda of 6 Ft. along side the length. In addition it has a separate staff-cum-office room of 12'x10' Sft. area. There are two almirahs and adequate minimum chairs and tables. But as the Headmaster reported, the provision of Desks and Benches are inadequate compared to the number of students. Teaching aids, though exist, are few and inadequate. There is provision of temporary Urinal and a Tube-well for supply of water. The surrounding areas are open with rows of planted trees and a field for play. The school building is sufficiently airy and is well communicated through P.V.D. Roads. There are no games equipment nor a Library but has a few books including text books, procured by the Headmaster from different sources.

5.2.15 The building of Derka M.V.School is also quite good but they need an additional room for proper accommodation. The building has an area of 1728 Sft. including Veranda of 72'x 6' Sft. There is no other M.V.school within 8 K.As. There are few articles for games but has no Library. The Black Boards and teaching aids are inadequate. The school has a pucca-well within its campus which supplies drinking water. There is also provision of a Kachha Urinal. The surrounding of the school is clean, airy and spacious. It has a small flower garden on the front side alongside the long Veranda. It is

communicated through good P.W.D. main Road. The school is located in a serene and silent place over looking the long Ajagar Hills range. There is no habitation close to it but has scattered habitations in the surrounding areas. The area is inhabited predominantly by Scheduled Tribe population. While discussing with the local people who met us in the school, we came to realise their keen interest in getting their children to school. But they say there are more social factors rather than economic that stands on universalisation of Elementary Education. They do utilise their grown up children to help them in cultivation which is the major occupation there. But those children who could be spared really continue education. This is corroborated by the fact that there is no drop-outs at the middle level.

5.2.16 The details of the above 3 schools of Bali-Jana Block more or less represent the general school conditions in any backward District, specially with majority of socio-economically disadvantaged communities. However, a brief description of physical facilities in the in the 3 selected schools of Dudhnoi Block will also be given here for comparative informations. Khare Bagribari L.P. schools (Khare Bagribari Village) is a Single Teacher school with all Scheduled Tribes pupils. The school has a temporary thatched house with Sal posts and bamboo frame. It is a single room (hall-type) of 25'x12' Sft. Kutchha floor (with 8' Veranda) and has a Kutchha connecting road. It has one Black Board and one Table and a Chair. There is no Benches and Desks for pupils to sit. The pupils use mats etc. and sit on the floor. There is

is no games equipment or Library or provision for drinking water. It has no Urinal or Latrine of any type. The Headteacher said he has received contingent expenditure @ Rs.3/- per month and the amount is received in lots and at intervals.

5.2.17 Dudhnoi Saranarthi is a 3 teacher school with 30'x12' Sft. floor space. It has a temporary tatched houwe which is yet to be complete. The schools is linked with metelled P.W.D. Road. As for furniture, it has one paid of Chair and Table and 4 pairs of Desks and Benches which are quite inadequate for the number of pupils enrolled. It has one Almirah also. As regards Teaching aids, it possesses 2 Maps and one Globe. The schools is taken up under the UNICEF Science Project and has received science text-books and a science Kit Box. There is no games materials nor a Library. It has provision for a temporary Urinal but no provision of drinking water. It receives the contingency expenditure @ Rs.3/- per month per teacher, but, at intervals as usual. There are two L.P. schools within 1'5 K.Ms from this school..

5.2.18 Village Kayasthapara has majority Caste Hindu population including Scheduled Tribe and Scheduled Caste population. The Kayasthapara M.V. school has a C. I. sheet-roofed building of L-pattern with floor space of 128'x18' Sft with a 6' ft Veranda. Walls are of temporary bamboo gratings without mud or cement pluster. A gravel road leads to the school. As for furniture, it has 5 pairs of Tables and Chairs, 10 Desks and 22 Benches for pupils. In addition, it has 2 Almirahs Regarding Teaching aids, the Headteacher reported that the school

had 4 Black Boards (2 damaged), 3 maps (one damaged) and one old Globe. As regards games materials, it has one Carrom-board subscribed by the students. It has a Library with about 120 books received under Other Backward Classes Book-Bank provision made by Other Backward Classes Development Board. There is a pucca (permanent) Latrine and a ring-well for supply of drinking water. The contingent expenditure for the schools is received as usual in lots and not regularly every month.

5.2.19 On enquiry it was revealed that the Head-teachers of Single teacher Primary schools get a special pay @ Rs.5/- per month. It is raised to Rs. 10/- per month if the Primary school has 2-4 teachers and Rs. 15/- per month for the Headmasters of the multiple Teacher schools having 5 or more teaching staff. At the middle level (Middle English or Middle Vernicular), the Headmaster receives a special pay of Rs. 30/- per month. The rate of contingency expenditure for Primary stage (for buying chalks etc.) is, as reported by teachers of Balijana Block Re. 1/- per teacher per month and Rs. 3/- per teacher per month in case of Middle Vernicular schools. These rates have been expressed as inadequate in view of rising cost of materials. Further, these expenditure is said to be received in lots rather than as regular monthly payment but all other L.P. schools in Judhnoi Block received contingent expenditure at the revised rates of Rs. 3/- per teacher per month for Primary and Rs. 5/- per teacher per month for Middle schools.

TRAINING OF TEACHERS.

5.2.20 There is no regular programme of short-term inservice course in the selected areas to refresh the Teachers from time to time. The teachers are deputed to undergo the long-term Basic Training Course in one of the Basic Training Centers in the State. They are selected according to seniority and length of service. In the sample schools in the two Blocks of this Sub-division the position of trained and untrained teachers are as follows :-

Table :- 20

School	Trained			Un-trained			Total		
	M	F	T	M	F	T	M	F	T
1. Deuli L.P.	1	-	1	-	-	-	1	-	1
2. Agia Govt.Jr.B.	2	2	4	-	1	1	2	3	5
3. Darka M.V.	2	-	2	3	-	3	5	-	5
4. Khare Bogribari L.P.	1	-	1	-	-	-	1	-	1
5. Dudhnoi Saranarthi L.P.	1	-	1	1	1	2	2	1	3
6. Kayasthapara M.V.	4	-	4	-	1	1	4	1	5

5.2.21 It may be mentioned here that the Headmaster of Agia Jr. Basic school and an Asstt. Teacher of Dudhnoi Saranarthi L.P. attended short term inservice training course organised by State Institute of Science Education, Gauhati. There is no Hindi Teacher in the Darka M.V. school. It is encouraging to note that the local people made a private arrangement to appoint a Hindi teacher on a nominal remuneration basis and he is managing the

the subject . State Institute of Education and State Institute of Science Education are the two agencies which organise short-term inservice training for Primary and M.V. teachers. But it is not possible for these two agencies to touch each and every teacher and at all places. In general there is no regular system for refreshing teachers and to keep them abreast of the latest trends in teaching and class-room technics.

SCHOOL COMPLEX.

5.2.22 There is no school complex in the areas under survey. In fact, there is no well-set and regular system of school-complex organisation in this State. Sporadic efforts are as reported, made at some places by the teachers themselves to form school complexes but these have not been functioning effectively

NON-FORMAL EDUCATION.

5.2.23 As reported by the Headmasters, there are no Non-formal Education Centres in the villages under survey. But, as it appears there are facilities for organising Non-formal Centres in these areas. We enquired at the District Social Education Office located at Goalpara and found that their record revealed existence of 11 Non-formal Centres in the BALIJANA C.D. Block and 5 Centres in DUDHNOI C.D. Block for the age-group 9-11. In the whole Goalpara Sub-division there are 51 Centres as per records of the Social Education Office. In the State of Assam, Non-formal Centres for age group 9-11 are run by the State Social Education wing under the Directorate of General Education. Strange enough, there is no co-ordination between the agencies running the

Formal Education and the Non-formal Education. There is no record of other Non-formal Education Centre, if any, run by other non-Govt. or semi-Government organisation .

INSPECTION AND SUPERVISION.

5.2.24 A Primary school is usually inspected by a Sub-Inspector or an Assistant Sub-Inspector of schools . A Middle level school is inspected either by Deputy Inspector of Schools. Sometimes they may be accompanied by Sub-Inspector of schools. In some Sub-divisions Middle Vernacular schools are also inspected by Sub-inspector of schools. Sub-Inspector of schools is expected to be on tour for 20 days in a month for visiting and inspecting Primary schools. During meeting with the inspecting staff of Goalpara Sub-divisional Office, they expressed that due to heavy extra work relating to official and quasi-academic matters, they cannot inspect so many schools in true sense of the term. As a routine often they 'Visit' schools rather than "Inspect and Supervise". In Dudhnoi Block there are 'Bodo' medium(including mixed medium) and in the Balijana C.D. Block there are, both Bodo and Garo medium schools. The Sub-Inspecting Staff appointed specially for Bodo and Garo medium schools inspect these schools.

5.2.25 We consulted the records of the sample schools to ascertain inspection in the schools and also looked into the inspection reports of the Sub-Inspectors of schools. The position of inspection in these schools are as follows.

(R= Regular , S= Surprise)

Name of schools	Inspecting Officers	No. of visits			
		74/75	75/76	76/77	77/78
1. Deuli L.P.	S.I. of Schools	R= -	-	-	-
		S= 1	1	2	-
2. Agia Jr. Basic	-do-	R= -	-	-	-
		S= 2	3	3	3
3. Darka H.V.	D.I. of Schools	R= 1	1	2	-
	S.I. of Schools	S= -	-	-	-
4. Khare Bagri- bari L.P.	S.I. of Schools	R= -	-	-	-
		S= -	1	1	1
5. Dudhnoi Saranarathi L.P.	-do-	R= -	-	-	-
		S= 1	1	1	1
6. Kayasthapara Janata H.V.	-do-	R= 1	1	1	1
		S= -	-	-	-

5.2.26 It was mentioned that the officers made many more informal visits to some of the schools which are conveniently located. Such visits usually go without records. In this State, the system of sending information to the Primary school prior to inspection visits, is usually not followed. Or if followed, such visits constitutes less than about 5 percent of the total inspection visits. We could realise that it was not practicable too in view of the bad communication system in rural interior areas as well as extra work on the part of the Sub-Inspectors of Schools. In case of middle schools which are visited and inspected by Deputy Inspectors or Additional Deputy Inspectors of Schools (sometimes accompanied by Sub-Inspector of Schools also), usually prior notice is given to the schools.

5.2.27 As has already been stated there is no standard inspection proforma, as per modern need to be followed during inspection. In proper sense of the term such visits are at best "Inspection" and not "Supervision". There is hardly any comment or suggestion for academic improvement in the school. Nor there is any direction to the teachers to contact local public to attract their attention to the school business. The inspection reports do not contain suggestions relating to increase in enrolment, measures for retention of pupils in schools, measures to check rate of dropouts, involvement of local community in school improvement programmes or any direction for follow-up etc. It is also not possible too for the Sub-Inspector of schools to pursue follow-up actions. A study of the inspection reports indicated a conventional type of routine work only.

COMMUNITY INVOLVEMENT AND CO-ORDINATION WITH OTHER AGENCIES.

5.2.28 We could observe that involvement of the community in the affairs of the schools and getting needed public co-operation depended on the resourcefulness of the Headteacher of the schools. His personality, disposition and approaches matter a lot. The usual link with the local public, in general is, through the Managing Committee of the school. The recent rule is to have a 7 member Managing Committee having 2 Donor members, 2 members from guardians, 2 educationists and the Headmaster of the schools. It was said some schools have not as yet received this recent rule. So the old type Managing Committees are continuing at many places.

5.2.29 In none of the sampled villages, there is any Village School Committee. The only Committing linking public is the Managing Committee of the school. But, inspite, we saw very good public co-operation at Darka Gojapara Village. The population is in majority Scheduled Tribes (Rava) and they took keen interest in improvement programmes of the H.V. School. But in Deuli Ijra Village, there is no co-operation coming from the public in regard to improvement programmes of the school. Here the people belonged to the Other Backward Classes. In Agia Village, the people are mostly Scheduled Castes population. They do not come forward to help the school out of their own but extend help if sought for. In general, public co-operation varies from area to area.

5.2.30 There is no Parent-Teacher Association in any of surveyed areas. Constitution and survival of Parent-Teacher Association obviously depend on the socio-economic conditions as well as social consciousness of the people of the area.

5.2.31 The co-ordination among school and the various developmental agencies could not be felt in the sampled areas. There is hardly any meeting-point or occasions for co-ordination between school authority, Panchayat authority, Block Development authority, Social Education Unit, Social Welfare agency or any other such agencies working in the areas. Not to speak of other non-educational agencies, there is no co-ordination even between formal and non-formal system of education in the same area. In the Agia Govt. Jr. Basic school, however,

the Block Development Officer happens to be the President of the Managing Committee of the school.

HOSTEL AND QUARTER FACILITIES.

5.2.32 There is no provision of quarters nor hostels in any of the schools. In case of L.P. Schools, however, there is no need for any hostel as the Primary pupils usually come from the nearest habitations within walkable distance. The students of the Middle level come from longer distances. As regards quarters for teachers there is no provision. The inspecting staff told us that even if provided, the teachers would not stay in quarters as mostly their dwelling homes are not much far from their schools. In fact, the teachers prefer staying in own homes, even if far away from schools, primarily for socio-economic reasons. We found that in Agia L.P. school, 2 teachers of whom one is a female came from a distance of 17 K.Ms. and they take buses for the purpose. In case of Darka Middle Vernacular school also, the Headmaster resides at a distance of about 14 K.M. at an interior place. He comes to school from such a long distance by riding on his bi-cycle.

B. BLOCK LEVEL ANALYSIS.

PROVISION OF EDUCATIONAL FACILITIES.

5.2.33 General informations about Balijana and Dudhnoi Blocks were collected from Census report, statistical Hand book published by the Directorate of Economics and Statistics, data of 4th Educational Survey and also consulted the Mahkuma Parishad Office and the Block Development Offices etc. Further, informations relating to Elementary Education and its administration in the Block areas were collected from the Sub-divisional Educational Office, its inspecting Officers, teachers etc. through the questionnaires, interview schedules, data-sheets, discussions and observations etc. On the basis of these Primary data, the position of administrative practices at the Block level in regard to universalisation of Elementary Education is described here from para 5.2.34.

5.2.34 Balijana C.D. Block has an area of 220.40 Sq. K.Ms. and has an estimated population of 1,11,492. It consists of 201 Villages out of which 12 Villages are without population. There are 189 habitations in this Block. Among them 37 habitations have no schools. But 26 such schoolless habitations have population less than 300. According to 4th Educational Survey in general 80 percent of the population have either a Primary school or a Primary Section within the habitations. 93 percent of the population have a Primary Section within 1 K.M. In case of Middle level education, 21 percent of the population have a middle school or section in their habit-

habitation and 73 percent of the population have a school within 3 K.M. In this Block almost all the Scheduled Caste population have a Primary school or a section within 1 K.M. and 86 percent Scheduled Caste population have a Middle school or section within 3 K.Ms. As for Scheduled Tribe population, 99 percent of the population have a Primary school or section within 1 K.M. and 84 percent of Scheduled Tribe population have a Middle school or section within 3 K.Ms. So far as number of schools at the Elementary level in the Block is concerned there are 177 Primary schools, 12 Middle Vernacular schools (having Classes I to VII) and 18 Middle English Schools (having Classes V to VII). Among the 30 Middle schools 2 are Girls Middle schools and 28 are co-educational. Moreover there are 3 Secondary schools having Middle Section in the Block. All Primary schools are co-educational. In this Block there is no Bodo medium school at all, but with as many as 40 Garo medium Primary schools.

The Circle Education Officer i.e. Sub-Inspector of Schools of Balijana Block area have identified 10 habitations, where they suggested new school for establishment. He has also suggested appointment of 10 new Teachers. It may be noted here that this Block also has interior isolated pockets as well as 'Char' area (river island) Muslim population where sometimes provision of Educational facilities is either difficult or the people are not conscious enough to take full advantage of existing facilities.

5.2.35 Dudhnoi C.D. Block has an area of 465.6 Sq. K.Ms. consisting of 186 inhabited villages and a present estimated (4th Educational Survey) population of 107667 as on 30-9-78, including Scheduled Caste and Scheduled Tribes population. Out 186 populated villages, there are 24 schoolless villages. Of these 24 schoolless villages 17 villages have population less than 300. In this Block, 93% of the population are served by a Primary school within 1 K.M. and about 5% of the population have a Primary school within 1-2 K.Ms. and 2% are served by a Primary school existing in the neighbouring habitations. Similarly 80% of the population have a middle school within 3 K.Ms. and 20% have a middle school beyond 3 K.Ms. In case of Scheduled Caste population, almost all are served by a Primary school within 1 K.M. and 81% are served by a middle school within 3 K.Ms. As for Scheduled Tribes population, 70% are served by a Primary school within 1 K.M. and 65% are served by a Middle school within 3 K.Ms.

There are 201 Primary schools in Dudhnoi Block and 8 M.V. and 21 M.E. schools. 67 out of 201 are single teacher Primary schools. There is one boys Primary and one girls Primary in the Block and rest 199 are co-educational. Similarly out of 29 middle schools, 2 are girls M.E. and 27 are co-educational. The field Officer in charge of the Block has suggested establishment of 14 new Primary schools for which he has named the habitations and has suggested appointment of 34 new teachers in the Block.

The population position in the two Blocks is as follows:-

Table :- 22

Blocks		As per 1971 Census	Present Estimated
1. Balijana Block	Total	94613	111492
	Scheduled Castes	4510	5432
	Scheduled Tribe	20021	25906
Dudhnoi Block	Total	92216	107667
	Scheduled Castes	6004	6363
	Scheduled Tribes	36474	40772

CENSUS OF CHILDREN

5.2.36 There is no system of taking regular annual Census of children. We enquired at the Mahkuma Parishad Office as well as the Office of the Block Development (B.D.O.) officers about this matter and no such records in any of the Offices were available. Even the present estimated population is not ready. All these Offices possess only the 1971 Census figures. Estimated children population was worked out during the Educational Surveys. In addition to data from other sources, the 4th Educational Survey estimates of children in different age-groups, have been used whenever necessary. Education Department also has not introduced any such system of taking annual Census of children.

IDENTIFICATION OF NON-ENROLLED CHILDREN

5.2.37 The Headmasters of the Surveyed schools informed us that it was not possible to ascertain the exact percentage of non-attending children in the Block. There

There is no record in Block or Mahkuma Parishad Offices also. However, an approximate estimate could be worked out for the areas covered by the schools in these two Blocks. But at the Block level, in absence of any such record, 4th Educational Survey estimates have been utilised. According to this Survey there has been 17.84 per cent growth of the 1971 population (total) in Balajana Block and 16.80% in Dudhnoi C.D. Block upto 1978. These growth rates have been used to project other populations in the Blocks wherever necessary to present an approximate estimate in general. The estimates of non-enrolled children at the Primary level in the Blocks are as follows:-

Table :- 23

Blocks	Estimated Children	Estimated non-enrolled	Percentage of non-enrolled.
Balijana Block	T. 18145	5354	29.5%
	SC. 385	192	21.7%
	ST. 4223	557	13.2%
Dudhnoi Block	T. 15195	1859	12.2%

(population figures for S.C. and S.T./are not acceptable) in Dudhnoi Block

5.2.38 It transpires from the above results that the sampled Villages represent higher percentages of non-enrolled compared to Block level results. These estimates however give only an approximate idea regarding the position of non-enrolled in the Blocks. As has already been mentioned the enrolled children do not strictly belong to the age group 6⁺-10 and they may include children from 5⁺ upto even 12⁺ or 13⁺ in interior areas.

IDENTIFICATION OF NON-ATTENDING CHILDREN.

5.2.39 There is no system of keeping record of non-attending children at Block level. It is however possible to compile this figure from all the schools in the Block by finding the weighted average for the Block as a whole. But in present case an idea in this regard for the Block as a whole may be drawn from the average attendance of the 3 surveyed schools in each of this Blocks. Averages for the last 4 months in the sample schools (September-December/78) are as follows :-

Table :- 24

PRIMARY STAGE

Blocks	Schools	4 month average Attendance	Average percentage of non-attendance.
1. Balijana Block	1. Deuli L.P.	45.8%	54.2%
	2. Agia L.P.	38.6%	11.4%
	3. Darka H.V.	65.0%	35.0%
	Weighted Average for the Block	78.9%	21.1%
2. Dudhnoi Block	4. Khare Bogribri L.P.	54.9%	45.1%
	5. Dudhnoi Sarnathi L.P.	67.3%	32.7%
	6. Kayasthapara H.V.	60.2%	39.8%
	Weighted Average for the Block	62.2%	37.8%

This weighted average, if taken to be an estimate to throw light on the Block as a whole, may be taken to represent the average percentage of non-attending children at the Primary stage in the Blocks.

5.2.40 Enrolment of children as on 30-9-78 both for Primary and Middle level in Balijana and Dudhnoi Blocks are shown below :-

Table:- 25

	Primary		Middle			Elementary			
	B.	G	T	B	G	T	B	G	T
<u>Balijana C.D. Block.</u>									
T -	6986	5805	12791	1301	703	2004	8287	6508	14795
SC-	393	300	693	87	61	148	480	361	841
ST-	2110	1556	3666	286	87	373	2396	1643	4039
<u>Dudhnoi C.D. Block.</u>									
T -	7052	6284	13336	2154	1461	3615	9206	7745	16951
SC-	752	615	1367	101	69	170	853	674	1537
ST-	4226	3996	8222	1283	937	2220	5509	4933	10442

The figures above indicate that in Balajana Block at the Primary level enrolment there are 54.6% Boys and 45.4% Girls. In case Scheduled Castes out of total Schedule Caste enrolment, Boys constitute 56.7% and Girls 43.3%. Similarly among Scheduled Tribes enrolment there are 57.6% Boys and 42.4% Girls at the Primary level. At the middle level, the data shows that, in general enrolment there are 64.9% Boys and 35.1% Girls. In case of Scheduled Caste, at the middle level 58.3% are Boys and 41.2% are Girls, where as in case of Scheduled Tribes enrolment at Middle level, Boys constitute 66.6% against 23.4% for Girls.

Similarly, in Dudhnoi Block, at the primary level, there are 52.9% Boys and 47.1% Girls. In case of Scheduled Caste enrolment in this Block, at the primary level, there are 55.0% Boys and 45.0% Girls and in case of Scheduled Tribes enrolment 51.4% Boys and 48.6% Girls

At the middle level in the Block the data indicates 59.6% Boys and 40.4% Girls in the general enrolment. In case of Scheduled Caste enrolment at the middle level, the composition constituted of 59.4% Boys and 40.6% Girls and in case of Scheduled Tribes enrolment, 57.8% Boys and 42.2% Girls.

5.2.42 Sex-wise enrolment composition in the two Blocks at the Elementary level as a whole are :-

Table :- 26

	BALIJANA BLOCK					T (%)	DUDHNOI BLOCK				
	B	G	T (%)	B	G		T (%)				
General -	56.0%	44.0%	100.0%	54.3%	45.7%	100.0%					
Scheduled-Castes	57.1%	42.9%	100.0%	55.5%	44.5%	100.0%					
Scheduled-Tribes	59.3%	40.7%	100.0%	52.8%	47.2%	100.0%					

It can be seen that enrolment percentages for girls is always less than that for boys both at Primary and Middle as well as at the Elementary level as a whole. It can also be seen that in Balijana Block Girls percentage at middle level is very low in case of Scheduled Tribes. The local people told us that the Middle schools that are usually located at distances specially in thinly populated Tribal areas there may be social restrictions in case of grown up girls in Tribal Societies. But those who inspite continue middle level education, take it up with extreme seriousness. In fact, a general consciousness for education was observed in the tribal societies both in plain as well as hill areas.

5.2.42 The data of 4th Educational Survey shows the distribution of the Primary schools according to enrolment range in the two Blocks as follows :-

Table :- 27

Block	Enrolment Range	No. of Primary schools
Balijana Block	0 - 50	67
	51 - 100	81
	101 - 200	29
		<u>177</u>
Dudhnoi Block	0 - 50	53
	51 - 100	37
	101 - 200	12
		<u>201</u>

It is seen that 38.5 percent of the Primary schools in Balijana Block and 26.4% primary schools in Dudhnoi Block have enrolment below 50 pupils. The existing non-enrolled children of the age group 6-10 could probably be accommodated in these schools giving additional facilities provided the distance norm permits.

IDENTIFICATION OF DROPOUTS.

5.2.43 There is no Block level record of the school level dropouts maintained by any agency. Even at school level, there is no separate annual record of such dropouts. We ascertained the dropouts from the records of school admission and other usual school Registers. The Headmasters neither know the technique of working out the rate of dropouts from initial cohort nor could definitely

ascertain the number of children who left school for a few years but later got admitted into another school . This is obviously difficult in wider areas at Block levels. There is no regular system of urging the parents of the dropouts to send their children to resume studies. Casually some sincere teachers make lonely efforts in this direction, but with occasional success only. An approximate idea at Block levels in this Sub-division as regards dropout percentage may be drawn from the total percentage of dropouts in the schools surveyed in each of the two Blocks .

Table:- 28

ESTIMATE OF DROPOUT PERCENTAGE AT PRIMARY LEVEL.

Balijana:-	Total Initial cohort(1975)in the 3 schools-64
Block	Total dropouts from this cohort in 4 years-18
	Average percentage of dropouts - - 28.1%
Dudhnoi:-	Total initial cohort(1975) of 3 schools - 76
Block	Total dropouts from this cohort in 4 years-20
	Average percentage of dropouts - - 26.3%

For comparison it may be mentioned here that the Primary enrolment percentage of Dudhnoi Block is higher than that of Balijana Block. The dropout percentage estimate of Dudhnoi Block (26.3%) is lower than that in Balijana Block (28.1%)

INCENTIVES TO CHILDREN.

5.2.44 There is no system of incentive of any kind either at Governmental or community level in any of the Blocks. Thus, there is no arrangement for attracting the non-enrolled to schools or retaining the potential

dropouts in a schools at Block level also. There may be certain occasional provision for supply of free texts to children under some special Scheme of Education Department and other agency or may be, sometimes the local community organises sporadic arrangements for supply of some eatables to the school children. But such events are rare.

PHYSICAL FACILITIES.

5.2.45 As per 4th Educational Survey in Balijana Block, 52 out of 177 Primary schools are thatched houses, 82 are Kutchha buildings and the rest 43 Primary schools have partly Pucca or a few Pucca buildings. In case of Middle schools, out of 30 Middle schools, 6 are housed in thatched houses, 13 have Kutchha buildings and 11 have partially or fully Pucca buildings.

A In Dudhnoi Block 24 out of 201 Primary schools have thatched houses, 134 Kutchha buildings and 43 have partly or fully Pucca buildings. At the middle level, out of 29, three schools are held in thatched houses, 9 have Kutchha buildings and 17 have partly or fully Pucca buildings.

5.2.46 In Dudhnoi Block, out of 201 Primary schools 60 schools require one additional room each, 62 schools need 2 rooms each and 35 schools require 3 additional rooms. 44 school do not require additional rooms. At middle level, 13 out of 29 schools require 1-2 additional rooms, 11 require 3-4 additional rooms and 2 schools require 7-8 additional rooms. Thus, only 3 middle schools are adequately comodious. It is also seen that out of 157 Primary

schools requiring additional accomodation only 146 have extra space for expansion. At middle level all the 26 schools have space for expansion.

All the Primary schools in Balijana Block have spece for expansion, but 30 of them feel the need for additional accomodation. 75 schools need only one additional room each and at the Middle level 5 schools require 1-2 rooms and the rest 25 Middle English schools require 3-4 rooms each for additional accomodation.

5.2.47 In Balijana Block 101 Primary schools out of 177 have space for playground and at the Middle level 24 out of 30 have playground facilities. But only 15 Primary and most of the Middle schools have some sort of play materials. In Dudhnoi Block 134 out of 201 Primary schools have playground facilities and in case of Middle schools, all schools of this Block have space for playground.

5.2.48 In both Balijana and Dudhnoi Blocks none of the Primary or Middle schools run in shifts. Nor any of these schools are used for any other public purposes. According to 4th Educational Survey none of the Primary schools in the two blocks have a Library, and at the Middle level 13 out of the 30 Middle schools in Balijana and 22 out of 29 Middle schools in Dudhnoi Block have Library facility. As regards Black Boards, 118 schools out of 177 Primary schools in Balijana and 71 out of 201 Primary schools in Dudhnoi Block have adequate number of Black Boards and at the Middle level, 16 schools have x

adequate number of Black Boards in Balijana and in Dudhnoi Block 19 out of 29 schools have adequate number of Black Boards.

5.2.49 So far as provision for drinking water is concerned, in Balijana Block 52 out of 177 Primary schools and in Dudhnoi Block 41 out of 201 Primary schools have such arrangement. At Middle level 27 schools in Balijana and 24 schools in Dudhnoi Block have drinking water facilities. As regards hygienic setting only 12 out of 177 Primary schools in Balijana and 33 out of 201 Primary schools in Dudhnoi Block have provision for temporary Urinals (mostly improvised) and at Middle level 8 and 16 schools have such arrangement respectively in the two Blocks.

5.2.50 As regards grants for improving building the P.W.D. takes care of the Government school buildings. For others, building grants are sanctioned by the Department and are allotted through the Sub-divisional Offices depending upon the amount provided and according to the gravity of the condition of the building. The Panchayat administration also have occasional provision of giving certain grants for improving school buildings along with such provision for other developmental work in the area. This is not a regular feature, but whenever such grants are distributed the Mahkuma Parishad usually takes suggestion of the Deputy Inspector of schools who is

who is a member of the Standing Advisory Committee on Education of the Mahkuma Parishad.

TRAINING OF TEACHERS.

5.2.51 In Balijana Block out of 177 Primary schools 84 are single teacher, 74 double teacher and the rest are multiple teacher schools. In Dudhnoi Block, 67 out of 201 Primary schools are Single teacher schools. The position of teachers as on 30-9-78 in the two Blocks are as follows :-

Table :- 29

Blocks		Ø Primary	Ø Middle	Ø Elementary
<u>Balijana Block</u>				
Sanctioned Posts		342	150	492
Teachers working	M -	307	138	445
	F -	35	12	47
	T -	342	150	492
Vacant Posts	-	NIL	NIL	NIL
<u>Dudhnoi Block</u>				
Sanctioned Posts		422	150	572
Teachers working	M -	349	136	485
	F -	73	14	87
	T -	422	150	572
Vacant Posts	-	NIL	NIL	NIL

According to 4th Educational Survey in Balijana Block out of 342 teachers working at the Primary level 25 belong to Scheduled Caste and 24 belong to Scheduled Tribes community. At the Middle level out of 150 working teachers, there are 8 Scheduled Caste teachers and 12 Scheduled Tribe teachers. In dudhnoi Block, at the

Primary level there are 43 teachers belonging to Scheduled Castes and 196 belong to Scheduled Tribes. At the middle level, 14 belong to Scheduled Castes and 64 teachers to Scheduled Tribes communities.

5.2.52 The percentage of trained teachers in the two Blocks at Primary and Middle level are as follows:-

Table .- 30

Percentage of Trained Teachers

Block	Primary		Middle		Elementary	
	Tr.	Un-tr.	Tr.	Un-tr.	Tr.	Un-tr.
Balijana Block	218 (79.6%)	56 (20.4%)	124 (56.9%)	94 (43.1)	342 (69.5%)	150 (30.5%)
Dudhnoi Block	261 (61.8%)	161 (38.2%)	30 (20.0%)	120 (80.0%)	291 (50.9%)	281 (49.1%)

There is no provision of regular short term refresher courses at Block level. The teachers are deputed to undergo long term Basic Training Course in one of the Teachers Training Institute (B.T.C.) of the State for which the teachers are selected as per Departmental norms. Short term courses are usually organised by State of Education and State Institute of Science Education at selected places or as per requests from teachers organisations or associations. These two Agencies can not cover all the Blocks in the State. There is no other arrangement for inservice training of the teachers in any of the Blocks in the State. Neither the community Development authority nor the Panchayat administration has any arrangement for training of teachers.

SCHOOL COMPLEX

5.2.53 There is no organised school complex system in any of the Blocks taken up under study. But as stated elsewhere, teachers central gatherings are held at different places in each Block where inter-alia, academic matters are also discussed.

NON-FORMAL EDUCATION

5.2.54 Existing Non-formal centres for the age-group 9-11 are run by the State Social Education Wing of the Directorate of Public Instruction through their District Officers. According to the data collected from the District Social Education Office at Goalpara, there are 11 (5 existing +6 additional Centres) Non-formal Centres in Balijana Block and 5 Centres in Dudhnoi Block for age-group 9-11. From discussions with various sources, it came to light that the text books and other materials used in the formal schools are also used in those non-formal Centres for some age-groups and procedure and technique of formal Education is used rather than taking into account the special methods to be followed in respect of non-formal education.

INSPECTION AND SUPERVISION.

5.2.53 A Sub-Inspector of Schools is expected to be on tour for 20 days in a month for inspection and supervision of the schools under his jurisdiction. The schools in a Block may have two or more inspecting staff for inspection of schools. But, under circumstances it is not possible for the inspecting staff to complete the supervisory duties allotted to him. In general all such

visits to Primary schools are of suprised nature, Occasionally, the teachers of the schools are informed prior to visits but percentage of notified inspection visits is very low. There is a Inspection Register in each school and the Inspecting Officer in the Primary level writes down his inspection note in it on the spot. The Inspection reports on Middle schools are officially sent by the Deputy Inspector or Addl. Deputy Inspector of Schools few days after his visit to the school. The position of inspection in Primary schools in the two Blocks for last 3 years, is as follows :-

Table :- 31

Blocks	Officers	No. of Sch- ools in Block	No. of visits.			
			75/76	76/77	77/78	
Balijana Block	Deputy Inspector	30	10	15	13	
	Sub-Inspectors	177	97	136	142	
Dudhnoi Block	Deputy Inspector	29	17	16	17	
	Sub-Inspectors	201	175	175	159	
	(Garo Sub-Inspectors	56	40	40	40)	

Compared to the multiferious work the Sub-Inspectors have to do, the number of inspection visits is quite good. But it is yet to be ascertained how many of his visits are merely routine and how many are really supervision. As has already been mentioned and as could be seen from the inspection notes available in the Inspection Registers, it can be said that most of the inspection work is just "visit" only. There is no directive proforma for this purpose prepared according to sound pedagogic Principles.

5.2.56 According to 4th Educational Survey the distribution of schools for inspection according to distances is as follows :-

Table :- 32

Block	Primary		Middle	
	Distance range	No. of schools	Distance range	No. of schools
Balijana Block	Upto 4 K.Ms	40	Upto 4 K.Ms.	x
	5-8 K.Ms.	40	5-8 K.Ms.	3
	beyond 8 K.Ms.	97	beyond 8 K.Ms.	27
		<u>177</u>		<u>30</u>
Dudhnoi Block	Upto 4 K.Ms.	40	Upto 4 K.Ms.	x
	5-8 K.Ms.	40	5-8 K.Ms.	3
	beyond 8 K.Ms.	121	beyond 8 K.Ms.	26
		<u>201</u>		<u>29</u>

It can be seen that majority of Primary schools for inspection are located beyond 8 K.Ms. in both the Blocks. The only vehicle, the Sub-Inspectors of schools always use for visiting these distant places is their bi-cycles and for longer distances they take the buses if such communication exists in those directions. Usually most of the Primary schools are located in interior rural areas and at some places there may not even be a recognised road.

COMMUNITY INVOLVEMENT AND CO-ORDINATION WITH OTHER AGENCIES.

5.2.57 There is no organised arrangement in this direction. Some communities take more interest in improvement of the school located in their village. Some local communities do not take interest at all. Such public co-

co-operation depends on various factors including economic effluency of the society, personality and influence of the Headmaster, relationship between school authority and local people, social consciousness of the local community etc. Whatever be the case, there is no such regular public co-operation in any of the areas in the Blocks.

5.2.58 We could not see such co-ordination of the school administration and other developmental agencies at Block level as a whole. But somehow, the Block Development Officer of Balijana Block particularly happened to be the President of the Managing Committee of a Primary school. Further, the Deputy Inspector of Schools is a member of the standing Advisory Committee on Education of the Mahkuma Parishad administration.

BLOCK LEVEL ADMINISTRATION.

5.2.59 There is no Block level administrative set up for Elementary Education. The Sub-Inspector of Schools who is placed in charge of the Primary schools of a Circle (smaller than Block) conducts administration on behalf of the Deputy Inspector of schools as per his direction.

C. SUB-DIVISIONAL LEVEL ANALYSIS

5.2.60 This analysis has been made on the basis of the Secondary data collected from the Sub-divisional Elementary Education Office located at Goalpara, as well as observations made of the administrative functioning of the education Officers there. This Sub-division has "Bodo" and "Garo" medium schools and two Officers are specially appointed, one for the "Bodo" medium schools and the other for the "Garo" medium (including mixed medium schools) schools. The Sub-divisional level was studied and observed specially to find out the position of Elementary Education as a whole as well as its administration. Sub-divisional Educational office is the Unit of administration of Elementary Education next to the Directorate of Elementary Education.

GENERAL INFORMATION.

5.2.61 As has already been stated above, there is no District level machinery for administration of Elementary Education except that the Middle English (M.E.) schools (though inspected by Sub-divisional Deputy Inspector or Additional Deputy Inspector of Schools) are under administrative control of the District Inspector of schools. Actually the Sub-divisional Education Office is the Unit of Educational Administration (Elementary) next to the Directorate of Elementary Education.

5.2.62 The territorial limit of Goalpara Educational Sub-division happens to be identical with the Civil Sub-division and has an area of 2843.8 Sq.K.Ms. The population structure of this Sub-division according to

to 1971 Census is as follows :-

Table :- 33

Population as per 1971 Census.

	Total	(Scheduled Caste)	(Scheduled Tribes)
Male	3,43,837	25,194	42,614
Female	3,20,165	24,315	41,525
Total	6,63,992	49,507(7.46%)	84,139(13.79%)

The Scheduled Caste and Scheduled Tribes population constitutes 7.46% and 13.79% respectively of the total population in the Sub-division. The sex-ratio in this Sub-division as per 1971 Census is 931 females against 1000 males. It has 5 Towns and 1211 Villages. Present estimated population of this Sub-division according to 4th Educational Survey (30-9-78) is 7,07,428.

PROVISION OF EDUCATIONAL FACILITIES.

5.2.63 The Sub-division has Elementary schools under jurisdiction of the Deputy Inspectorate of schools as under.

Primary schools 971
Middle schools 193

Further it has 69 Secondary schools and 7 Higher Secondary schools which are under the administrative control of the District Inspector of schools.

Among these Elementary schools, there are 114 Garo Medium Primary schools and 13 Garo Medium Middle schools. There are 74 Bodo Medium Primary schools

schools in the Sub-division of which 57 are mixed (Assamese and Bodo) medium schools. At the Middle level there are 3 Middle Vernacular and 9 Middle English mixed Bodo Medium schools. It shows on the average there is one Primary school for every 729 population and a middle school for 3665 population. As regards establishment of new schools in the Sub-division the Deputy Inspector has suggested opening of 137 Primary and 23 Middle schools at the present position.

NON-FORMAL EDUCATION CENTRES.

5.2.64 There are 35 existing and 19 additional Non-formal Education Centres (Total 51) in the Goalpara Educational Sub-division for age-group 9-11. The administration of Non-formal Education is entirely the responsibility of the Social Education Wing of the Directorate of Public Instruction. They have State Social Education Office at the Capital and has 8 District Social Education Offices. The District Social Education Officer (D.S.E.O.) is the Head of the Office and is the administrative Head in the District in respect of Non-formal Education. He has a number of Sub-Inspectors of schools for Social Education to manage Non-formal Centres in the Field. The Block-wise distribution of Non-formal Education Centres in the Sub-division as follows :-

Table :- 34

C.D. Blocks	Existing Centres	Addl. Centres	Total
1. Balijana	5	6	11
2. Matia	5	4	9
3. Dudhnoi	5	-	5
4. Lakhipur	7	4	11
5. Srijangram	5	2	7
6. Baitamari	5	3	8
	32	19	51

No special study was made of the achievement or otherwise of the Non-formal system of education in this Sub-division.

ASSESSMENT OF NON-ENROLLED CHILDREN

5.2.65 There is no system of taking annual Census of children of school going age group. There is no such record in any of the Offices in the Sub-division except those recorded in the 1971 Census. Present estimate of children in the age group 6⁺-9⁺ and 10⁺-12⁺ is not available. The 4th Educational Survey has record of estimated children population (as on 30-8-78) for age groups which do not tally with the Primary and Middle school going age groups in Assam. An approximate idea about the percentage of non-enrolled children may drawn by using the estimated children population of age group 6⁺-9⁺ and 6⁺-12⁺ (for Primary and Elementary level) worked out of the estimated total population of the Sub-division (30-8-78) as per the 4th Educational Survey. Taking the norm of 12.9% percent and 22.2 percent of the total population (as per Directorate of Economics and Statistics) the percentage of enrolled and non-enrolled children stand as below (enrolment are drawn from 4th Educational Survey) :-

Table :- 35

<u>PRIMARY LEVEL (CLASS I-IV)</u>			
<u>Estimated children</u>	<u>Enrolment</u>	<u>Percentage of Enrolment</u>	<u>Percentage of Non-enrolled</u>
91966	65970	71.7	28.3

<u>MIDDLE LEVEL (CLASS V-VII)</u>			
65791	21513	32.7	67.3

These figures give an idea about the position of Non-enrolled (as on 30-9-78) in the Sub-division at Primary and Middle level.

ENROLMENT POSITION AND ENROLMENT TREND.

5.2.66 The Sub-divisional enrolment data for last 3 years were collected from the office of the Deputy Inspector of schools, Goalpara and from the 4th Educational Survey records for the year 1978/79. The trend is shown below for the Primary level only.

Table :- 36

ENROLMENT TREND FOR THE YEARS 1975/76 to 1978/79

	1975/76	1976/77	1977-78	1978/79
Boys	33416	37122	35303	37305
Girls	21094	27359	26952	28665
Total	54510	64481	62255	65970

The decrease in enrolment in the year 1977/78 is because of the fact that abolition of one class from the earlier 5 year Primary stage of Education was completed in this year. As the figures indicate there has been a steady but slow growth in enrolment at the Primary level in the Sub-division which is due to the normal population growth in general. But in one way it is an encouraging revelation indeed because this has been the achievement without any additional input of special enrolment-drive or incentive schemes in the area.

5.2.67 Present enrolment position (as on 30-9-78) in the Sub-division at the Elementary level is as follows:-

Table :- 37

	Primary (I-IV)	Middle (V-VII)	Elementary (Class I-VII)
Boys	37305	10795	48100
Girls	28665	6560	35225
Total	65970	17335	85325

This table shows that at the Primary level, out of the total enrolments, 56.5% are Boys and 43.5% are Girls. At the Elementary level, it is seen that 57.7% are Boys and 42.3% are Girls.

ADMINISTRATIVE STRUCTURE.

5.2.68 The administrative structure at the Sub-divisional level constitutes of the following functionaries:-

Deputy Inspector of schools	- 1
Adl. Deputy Inspector of schools	- 1
Sub-Inspector of schools(General)	-11
Sub-Inspector for Garo Medium schools	-1
Sub-Inspector for Bodo Medium schools	-1
Asstt. Sub-Inspector of schools	- 3

The Deputy Inspector of schools is the administrative Head of the office and the controlling Officer of the subordinate Inspecting staff in the Sub-division. He is also the administrative head in respect of all Primary (including Govt. Pre-Primary schools) and Middle Vernacular schools in the Sub-division. Deputy Inspector or

Additional Deputy Inspector of schools also inspects the Middle English schools which are under the control of District Inspector of schools.

5.2.69 Each of the Subordinate Inspecting staff is placed in charge of a Circle who is responsible for inspection and supervision of all Primary schools under his jurisdiction. The Subordinate Inspecting staff do not possess any administrative power but he functions on behalf of the Deputy Inspector of schools. So far as number of schools to be inspected by an officer is concerned, in this Sub-division, on the average, there are 64.7 schools per Officer. This is only an average. Individual Officers may have to supervise much more. For instance, the Sub-Inspector of schools for Garo Education has to supervise 127 Garo (and mixed) medium Elementary schools.

POWER AND FUNCTIONS OF THE SUB-DIVISION LEVEL FUNCTIONARIES.

5.2.70 As has already been mentioned all administrative power for administration of Elementary Education (except Middle English schools) is vested with the Deputy Inspector of schools. This is the level of administration next to the Directorate of Elementary Education. The details of power and functions of the different categories of Officers at this level of administration are as follows :-

5.2.71 Deputy Inspector of Schools :- He is the Head in the Sub-division on administrative, financial, organisational as well as academic matters relating to Elementary Education in the Sub-division. The Deputy Inspector

of Schools, as the head of the administrative set-up, is assisted by one or two additional Deputy Inspector, (only in bigger Sub-divisions and in smaller Sub-divisions there is no post of Addl. Deputy Inspector of schools), Sub-Inspectors and Assistant Sub-Inspector of schools. He possesses over all administrative control of all the Elementary schools and financial responsibilities in respect of pay of teachers and other employees in the Sub-division and also relating to management of schools. He is expected to look after the Educational development of all the Elementary Schools within his jurisdiction. The Pay Scales for Deputy Inspector and Addl. Deputy Inspector of Schools are the same, in the range EB-35-745-EB-35-1025-EB-40-1225.

5.2.72 The Deputy Inspector of schools is responsible for appointment and transfer of teachers and maintenance of Service Books of all non-gazetted employees. He is the monitor to the department in respect of all informations, data and educational developmental programmes in his Sub-division. He is expected to take steps for effective relationship between school and society, encourage school complex, parent-teacher associations etc. He has his say in educational and administrative matters as Secretary (Ex.Officio) of the Sub-divisional Advisory Board for Elementary Education. His association is invariably needed in other specific responsibilities such as election, Census, Survey etc. and other works entrusted to him by Government from time to time.

5.2.73 Sub-Inspector of schools:- Observation and discussions transpire that they are the key persons in the field. They extend and maintain on behalf of Deputy Inspector of schools, the administrative, academic and liaison work at the field level linking the administration, the school and the society, The administrative Unit not being a vacation department, the subordinate Inspecting staff has to work the whole year round even when the schools are closed for vacations. They are so very busy with miscellaneous work that the main purpose of their appointment seems to be lost. They are to do all types of work relating to qualitative, quantitative as well as administrative aspects in Elementary Education. They have to do such work as preparations of Returns and Statistics, pay bills of teachers, and other works of correspondence, maintenance, reporting, spot-verification etc. They are also engaged for general and Panchayat election work, polling work, checking of Ballot Papers and counting etc. as well as during general population Census and Surveys. In Educational Surveys their services are fully utilised. They are to trace out and supply all informations relating to academic, quasi-academic and non-academic aspects in response of queries from Department and other State level as well as Central level authorities. Some Sub-Inspectors are also members of Middle and High School Managing Committees. They are also to act as Secretaries of Middle English and High Schools under direction of the Department. The Sub-Inspector of schools are also utilised for conducting enquiries of different types as per order. They are also

involved in emergency work during natural calamities. It is found that more dynamic Sub-Inspectors are associated with different responsibilities both by the District Educational Authority as well as Civil Authorities for such work as organising public functions, in receiving Dignitaries, teachers-day and children-day celebrations and other functions of social and national observances.

5.2.74 These multifarious works hardly leave adequate time for them to devote fruitfully for inspection and supervision of schools for which they were appointed. They are further expected to be on tour for minimum 20 days of a month visiting schools and performing other duties outside. The details above is probably sufficient to indicate why their "Inspection and Supervision" work becomes merely "VISITS", a routine to satisfy departmental directive. A Sub-Inspector of schools is also expected to inspect 10% of the schools under the Sub-Circle of an Assistant Sub-Inspector of schools, in addition to the schools under his own Circle. The Sub-Inspector of schools are given a fixed T.A. of Rs. 125/- per month for the purpose of visiting schools for inspection. This is felt inadequate in case of bigger Circles where schools are scattered and located at distances. For instance, in Goalpara Sub-division the Sub-Inspector of schools for G ro Education has to visit 127 Elementary schools scattered in the whole Sub-division with the same amount of fixed T.A. In comparison to the existing volume of works, the scale of pay awarded to this set of officers is really low (the Scale is B. 325/- - 650/- P.M.). Though the Sub-Inspectors of schools are

are appointed after completion of 5 years of service as teacher in High, Higher Secondary or Middle schools, they are not given separate Scale of pay. It is evident that sometimes the Graduate teachers of Middle English and Middle Vernacular Schools are also allowed the same Scale of pay as that for the Sub-Inspector of Schools. As a matter of fact the same Scale of Pay to supervisory staff as well as the teachers under their control is not congenial from the Administrative point of view.

5.2.75 Assistant Sub-Inspector of schools :- Their duties and functions are same as the Sub-Inspector of schools but they are not entitled to visit Middlelevel, and Senior Basic Schools. They have to perform similar field-work and other miscellaneous work including inspection and supervision. An Asstt. Sub-Inspector of schools is usually a Matric Normal trained in qualification and are recruited from among the school teachers. His pay Scale is R. 260/- -425/- per month and gets a fixed D.A. of R. 75/- per month for the same number of days on tour as in case of an Sub-Inspector of schools. There is no scope of promotion of an Asstt. Sub-Inspector of schools, but if his qualification is Graduate with B.T., he can stand as a candidate for appointment as a Sub-Inspector of schools, In the last revision of pay Scale to Primary school teachers, the Matric trained teachers have been awarded the same scale of pay with Asstt. Sub-Inspector of schools i.e. R. 260/-- 425/-. As mentioned in the case of the Sub-Inspectors of schools the same Scale of pay to supervising staff and teachers under their indirect control is not advisable from the Administrative point of view. The position of an Asstt. Sub-Inspector of schools appears to be the worst in the inspection line.

P A R T - L I I I

ANALYSIS - NOWGONG SUB-DIVISION.

A. VILLAGE LEVEL ANALYSIS

5.3.01 In this Educational Sub-district also two C. D. Blocks (Laukhowa and Kaliabar) and six Villages were selected for study and collection of Primary data. Laukhowa Block had the highest enrolment ratio and Kaliabar Block the lowest. The table below indicates the villages and the schools in the Sub-district.

Table :- 38

NOWGONG EDUCATIONAL SUB-DIVISION.

C.D. Blocks	Villages	Schools	Type
Laukhowa Block	1. Barunguri	Barunguri L.P.school	Single Teacher
	2. Garajan	Garajan L.P.Multipe Teacher School	
	3. Kachakhaity	Kachakhaity M.V.School	Middle school with class I-VII
Kaliabar Block	4. Sarubhagia	Madhya Sarubhagia L.P.	Single Teacher
	5. Dulal Madhab	Mzkalia-bar L.P.	Multi Teacher
	6. Pubthoria	Pubthoria M.V.school	Middle school classes I-VII

5.3.02 The selected Villages in the two Blocks represented different population patterns. The population estimates as collected from the concerned Headmasters related to the population feeding their respective schools. But these estimates are only approximate for the fact that there exist other schools nearby. Hence, estimates of non-enrolled children as shown here give only an

an approximate idea of the situations in the area. As regards population constitution in the surveyed villages it is found that in the Laukhowa C.D. Block, village Barunguri had majority of Scheduled Caste population whereas villages Garajan and Kachakhaity has all immigrant Muslim population. It was also observed that in the Muslim majority rural areas, schools grew rather haphazardly. In Kaliabar Block, all the three villages had all or majority of caste Hindu and Other Backward Classes mixed population.

5.3.03 In addition to the teachers and inspecting Officers of the Blocks, additional informations were collected from the Block Development Officers of the two Blocks, local public leaders that were available on the spot, Social Education and Social Welfare representatives in the Block. Necessary Block level and Sub-divisional level informations and Secondary data were collected from the Sub-divisional Deputy Inspectorate and the Mahkuma Parishad Officers. General group discussions were also held with all other subordinate inspecting Officers who inspect and supervise Elementary Education in other Block areas of the educational Sub-division. Discussions were also held with the District Inspector of schools (Secondary Education under D.P.I.) as well as the District Social Education Officer of Nowgong District. There was no special Sub-Inspectors for linguistic minority schools as in case of Goalpara Sub-division.

5.3.04 As shown earlier Burunguri L.D.(Laukhowa) and Scrubhagia L.P.(Kaliabar) schools are Single Teacher Primary schools, Garajan L.P. and Nizkaliabar L.P. schools

are plural teacher Primary schools and Kachakhaity M.V. and Pubthoria M.V. Schools are Middle Vernacular schools (with classes I to VII) in the two C.D. Blocks respectively. Barunguri L.P. and the Kachakhaity M.V. Schools are fed entirely by children from Muslim immigrant population. Gorajan L.P. is fed by all Scheduled Caste population whereas all the three schools selected in the Kaliabor C.D. Block are fed by Caste Hindu and mixed population. On the basis of data collected through interview Schedules, questionnaires, data-sheets, observations and discussions, the position of administrative practices at village level in regard to Universalisation of Elementary Education is described in the following paragraphs:-

CENSUS OF CHILDREN.

5.3.05 As in case of Goalpara Educational Sub-district, in the Nowgong Sub-district also there is no system of taking annual Census of children in the villages of the school going age-groups. Such enumeration is done at the time of General Census taking in the State and during Educational Surveys. Even during such Surveys, the enumeration can not be said to be accurate. In interior areas, specially in forests and river-banks, there is the problem of migration and rehabilitation. For the present analysis, the estimated children population has been worked out on the basis of estimated feeding population as given by the Headteachers and local people while at the same time making necessary comparison with the estimated population available from 4th Educational Survey data.

IDENTIFICATION OF NON-ENROLLED CHILDREN.

5.3.06 As has already been mentioned, there is no regular system of taking annual Census of children and as such it is not possible to ascertain with reasonable reliability the number of non-enrolled children in the villages. In the six villages under Survey in this Sub-district, the feeding population as supplied by the concerned Headteachers appeared to be more reasonable compared to the data of 4th Educational Survey for the fact that the teachers could eliminate those populations of the particular village drawn by the neighbouring schools. In some cases, however, the population tallied with the Educational Survey data of population.

5.3.07 In Laukhowa Block, Barunguri L.P. school is a Single-teacher school serving a population 876 in the Village Barunguri. The population here are in majority Scheduled Castes. Similarly, village Garajan having a population of 2000 are all Scheduled Castes and served by Garajan L.P. school which is a plural-teacher school having 5 teachers. It was also found that there were another school at a distance of about a Mile from Village Barunguri and another school within half-a-mile distance from Garajan L.P. school. In case of Kachakhaity M.V. schools, the feeding population of 1750 are all immigrant Muslims. There are two other schools at distances of about a Mile. But populations from several other habitations are also involved such as Nangaldowa, Solmari No. 1, Solmari No.2, Jorothani etc. in addition to Kachakhaity Village.

5.3.08 In Kaliabar Block, Madhya Sorubhagia L.P. is a Single-teacher school serving (village Sorubhagia) a population of about 800. Similarly Dulal Madhab village with a population of 775 is served by Nizkaliabar L.P. school which is a multiple teacher school. Pubtharia H.V. school serves a population of about 1550 in the village Pubtharia. All these areas had Caste Hindu majority mixed population. It was stated that there were another school at a distance of about a mile from Sorubhagi village and another at almost same distance from Dulal Madhab village. Village Pubthoria has one M.E. and another Girls L.P. beyond 1 mile and $\frac{1}{2}$ mile distance respectively from the village. This is why, it is seen that non-enrolled girls in Pubthoria H.V. School appeared to be as high as 78.9% as will be seen in table:- 39.

5.3.09 As in case of Goalpara Sub-district, in Nowgong Sub-district also, the Teachers could not ascertain the present sex-ratio of population in the area. Therefore, the estimated population has been divided into male and female in accordance with the sex-ratio for this Sub-division as per 1971 Census i.e. 894 females per thousand males. This principle has been adopted wherever the sex-wise population is not available.

5.3.10 The percentages of estimated non-enrolled children of Primary and Elementary age-group are worked out for the six schools and the position is shown below. As before, 12.9% (13%) of the population has been taken as the State Norm for working out estimated children population in the age group 6⁺-10 (Primary) and 22.2% for

for the group 6⁺-12 (Elementary)

Table :- 39

Estimates of Non-enrolled children.

PRIMARY STAGE. (6⁺-10)

Estimated children	Non-enrolled children			Percentage of non-enrolled.		
	T	SC	ST	T	SC	ST
<u>Barunguri L.P.school</u>						
B - 60	40	-	22	8	-	36.7 20.0 -
G - 53	35	-	36	22	-	67.9 62.9 -
T - 113	75	-	53	30	-	51.3 40.0 -
<u>Garajan L.P. school</u>						
B - 137	137	-	23	23	-	20.4 20.4 -
G - 123	123	-	34	34	-	27.6 27.6 -
T - 260	260	-	62	62	-	23.8 23.8 -
<u>Madhya Sarubhagia L.P.school</u>						
B - 55	-	-	13	-	-	32.7 - -
G - 49	-	-	26	-	-	53.0 - -
T - 104	-	-	44	-	-	42.0 - -
<u>Nizkaliabar L.P.school</u>						
B - 54	-	-	21	-	-	38.9 - -
G - 48	-	-	21	-	-	43.7 - -
T - 102	-	-	42	-	-	41.2 - -
<u>ELEMENTARY STAGE (6⁺-13)</u>						
<u>Kochakhaity M.V.School</u>						
B - 205	-	-	113	-	-	55.1 - -
G - 183	-	-	106	-	-	57.9 - -
T - 388	-	-	219	-	-	56.4 - -
<u>Pub Thoria M.V.School.</u>						
B - 152	-	-	71	-	-	39.0 - -
G - 162	-	-	128	-	-	79.0 - -
T - 344	-	-	199	-	-	57.8 - -

5.3.11 It can be seen from the figures in the table that the percentage of non-enrolled children in the Surveyed areas in this Sub-division varied from 23.8% to 51.3% at the primary level and lies around 57% at the Elementary stage as a whole. The high percentage of non-enrolled (73.9%) in case of girls in Pubthoria M.V. School can not be accepted for the fact that there is a Girls L.P. school at a distance of about $\frac{1}{2}$ Mile and another co-educational M.E. School at a distance of about a Mile, where children from the Village Pubthoria are also admitted. But the fact stands that in general the percentage of non-enrolled girls is always higher for girls as was found in case of Goalpara Sub-district. It can also be seen that in case of Scheduled Castes children the percentage of non-enrolled varies from 23.3% to 40.0% at primary level. When cases of boys and girls are considered separately, it is seen that percentage of non-enrolled boys varies from 20.4% to 38.9% at the primary stage and from 39% to 55% at the Elementary stage. In case of girls, the non-enrolled percentage varies from 27.6% to 67.9% at the Primary stage. As has already been mentioned earlier, the enrolments in the schools do not strictly corroborated to the age-groups 6⁺- 9⁺ and 10⁺- 12⁺ respectively for Primary and Middle stage. In fact, nowhere in the State, a homogeneous age-group could be found in any class. This is a perennial problem in the State. Hence all the estimates for non-enrolled should be considered as approximate.

IDENTIFICATION OF NON-ATTENDING CHILDREN.

5.3.12 It was observed that all the schools maintained good records of average attendance in the schools both class-wise average as well as the total average for the school as a whole. We found only one among the selected schools in Laukhowa Block which could not show systematically maintained records in this respect. It is obvious that in general the schools maintained good records of average attendance for the fact that the Teachers were to submit record of average attendance of their schools every month along with the paybills. In this Sub-division also, hardly any school struck-off names of irregular pupils from their register. The possibility of fake enrolment in school can not be denied in this Sub-district also. It may be noted here that strength of teachers in a school is counted on the basis of enrolment strength. No where could we discover existence of any system of taking steps by school authority to improve attendance. The table below indicates the average attendance in the surveyed schools for the months from September/78 to December/78.

Table :- 40

School	Classes	Average attendance in %			
		Sept/78	Oct/78	Nov/78	Dec/78
Barunguri L.P.	I	91.9	89.2	91.9	94.5
	II	83.3	83.3	83.3	83.3
	III	66.6	66.6	50.0	83.3
	VI	66.6	66.6	66.6	66.6
	Total -	83.5	84.6	86.5	90.4

Garajan L.P.	I	74.7	68.1	73.6	71.4
	II	47.8	52.2	47.8	52.2
	III	72.4	72.4	72.4	72.4
	IV	85.7	89.2	89.2	89.2
	Total-	69.6	68.0	69.6	68.0
Kachakhaity M.V.	I	80.0	83.0	78.0	76.0
	II	72.0	69.0	65.0	68.0
	III	68.0	79.0	82.0	81.0
	IV	75.0	77.0	72.0	68.0
	V	63.0	67.0	65.0	62.0
	VI	79.0	72.0	73.0	68.0
	VII	78.0	69.0	72.0	73.0
	Total	77.0	75.8	73.7	72.0
Madhya Soru- bhagia L.P.	I	63.0	72.0	63.0	63.0
	II	54.0	61.0	61.0	54.0
	III	71.0	71.0	71.0	71.0
	IV	72.0	72.0	72.0	81.0
	Total-	65.0	69.0	66.0	67.0
Niz Kaliabar L.P.	I	66.0	77.0	77.0	77.0
	II	66.0	75.0	66.0	66.0
	III	69.0	92.0	69.0	69.0
	IV	83.0	94.0	88.0	83.0
	Total-	72.8	84.7	76.2	76.2
Pubthoria M.V	I	71.0	70.5	71.0	65.5
	II	78.7	60.4	72.8	80.4
	III	85.5	82.0	80.7	82.3
	IV	86.5	84.0	81.5	82.5
	V	80.0	74.2	67.4	79.4
	VI	90.0	84.0	79.9	78.4
	VII	84.9	87.6	80.5	95.2
	Total-	82.4	77.2	76.0	81.1

5.3.13 The average attendance in the surveyed schools appears to be good. It varies from 65.0% to 90.4% at the Elementary level. In general there is a fall in attendance during the month of November for obvious reasons.

It can be seen that the average attendance when compared month-wise, the schools of Laukhowa Block stand better than those in the Kaliaber Block. An interesting fact is that the areas under survey in the Laukhowa Block are predominated by people whose mother tongue is different from Assamese (mostly Bengali) and majority are either immigrant Muslims or Scheduled Castes. It could also be observed that, in general, the walking distance for the children in these schools are much less compared to those in the Goalpara Sub-division. It appeared to us that the schools in the Laukhowa Block grew more out of competition rather than keenness for education compared establishment of schools in the tribal prodomited Blocks in Goalpara Sub-division which grew out of consciousness for education.

ENROLMENT POSITION.

5.3.14 The enrolment position in the six schools in Villages the surveyed/in this Sub-division is given below showing the percentage of enrolment as on 30-9-78.

Table :- 41

PRIMARY STAGE (6⁺-10)

Estimated children			Enrolment as on 30-9-78			Percentage of Enrolment			
T	SC	ST	T	SC	ST	T	SC	ST	
<u>Barunguri L.P.</u>									
B	60	40	-	32	32	-	63.3	80.0	-
G	53	35	-	17	13	-	32.1	37.1	-
T	113	75	-	55	45	-	48.7	60.0	-

Garajan L.P.

B -	137	137	-	109	109	-	79.6	79.6	-
G -	123	123	-	89	89	-	72.4	72.4	-
T -	260	260	-	198	198	-	76.2	76.2	-

Madhya Sarubhagia L.P.

B -	55	-	-	37	-	-	67.3	-	-
G -	49	-	-	23	-	-	47.0	-	-
T -	104	-	-	60	-	-	58.0	-	-

Niz Kaliabar L.P.

B -	54	-	-	33	-	-	61.1	-	-
G -	48	-	-	27	-	-	56.3	-	-
T -	102	-	-	60	-	-	58.8	-	-

ELEMENTARY STAGE (6⁺-13)

Kachakhaity M.V.School

B -	205	-	-	92	-	-	44.9	-	-
G -	183	-	-	77	-	-	42.1	-	-
T -	388	-	-	169	-	-	43.6	-	-

Pub Thoria M.V.School

B -	182	-	-	111	-	-	61.0	-	-
G -	162	-	-	34	-	-	21.0	-	-
T -	344	-	-	145	-	-	42.2	-	-

5.3.15 Enrolment percentage at the Primary level varies from 48.7% to 76.2% in the surveyed areas. For Boys it varies from 61.1% to 79.6% and for Girls, from 32.1% to 72.4%. Girls enrolment is lowest in Barunguri L.P. school and highest in Gorajan L.P. school. At the Elementary level enrolment, in general, lies around 43%. The

very low enrolment percentage for girls in Pubthoria M. V. school may be due to presence of a girls L.P. and an M.E. school nearby. The enrolment percentage in case of Scheduled Castes children is quite good and it varies from 60.0% to 76.2%. In all cases however, girls enrolment is always lower than for boys. Gorajan L.P. school is fed entirely by Scheduled Castes pupils and the enrolment percentage is 76.2%, which is not bad. It may be mentioned here that the enrolment percentage in the Pubthoria M.V. school will actually be much higher than 42.2% for the fact mentioned above i.e. presence of other schools, specially, a girls L.P. school. The surveyed areas in the Laikhowa Block are predominated by immigrant Muslim population and Kalibar Block more by general Caste Communities.

ENROLMENT TREND

5.3.16 A study of the enrolment trend for a number of years will give an idea about the growth and expansion of education in an area. The table below shows the position of enrolment in the selected schools for 3 successive years i.e. September/76, Sept/77 and Sept/78.

Table :- 42

Schools	September/76			Sept/77			Sept/78		
	B	G	T	B	G	T	B	G	T
1. Barunguri L.P.	30	13	43	35	17	52	38	17	55
2. Garajan L.P.	97	81	178	111	91	202	107	87	194
3. Kachakhaity M.V.	72	68	140	102	49	151	92	77	169
4. Sorubhagia L.P.	29	26	55	30	26	56	37	23	60
5. Nizkaliabar L.P.	46	29	75	44	28	72	33	27	60
6. Pubthoria M.V.	94	30	124	98	40	139	111	34	145

5.3.17 Considering as a whole, the trend in general indicates increasing tendency. It appears that the abolition of one class at the Primary stage which was completed in 1977, has not had effect in Barunguri and Sorubhagia L.P.School. In Garajan and Nizkaliabor L.P.schools there has been decrease in total enrolment of 1978 compared to that of 1977, which appears to be the obvious effect of completion of abolition of ^{one} class. This would not however effect the M.V. schools as there are seven classes in them. As regards drop in girls enrolment in 1977 in Kachakhaity M.V.school, the Headmaster informed that a new girls school was established in 1977 within one Miles distance. Low enrolment of girls in Pubthoria M.V.School is obvious for the fact that one girls L.P. school already existed at a distance of half-a-mile.

5.3.18 It is difficult to coment on the apparently slow growth in enrolment. The resports of the teachers and other public men were contradictory. It may be the result of natural population growth or may indicate lack of commensurate growth in public consciousness for education or may be the children population get distributed in the neighbouring schools. In fact, it would be unwise to interpret without detailed investigations in this respect nor would it be correct to do so on the trend study of few schools. It would be reasonable to observe the trend in a wider but compact area.

IDENTIFICATION OF DROP OUTS.

5.3.19 In the schools of this sub-division also there is no system followed to maintain records of dropouts. As in case of Goalpara Sub-division, the investigators them-

themselves ascertained the number of dropouts by consulting the admission registers. The names of the fresh entrants in class I in 1975 were followed for 4 years to find out the number of children who left schools (other than transfer and death cases) for good. The percentage of dropouts in the selected six schools in this Sub-division (two C.D. Blocks) were as follows :-

Table :- 43

Schools	Initial cohort, 1975 Fresh Entrant	Dropouts during 4 years.	Percentage of Dropouts
1. Barunguri L.P.	8	3	37.5
2. Garajan L.P.	63	14	22.2
3. Kachakhaity M.V.	70	54	77.1
4. Sorubhagia L.P.	31	11	35.5
5. Niz Kaliabar L.P.	14	2	14.3
6. Pubthoria M.V.	17	1	5.9

5.3.20 As in case of Goalpara Sub-division, there is wide variation in the percentage of dropouts in different areas of Nowgong Sub-division also. The rate of dropout is lowest (5.9%) in the Pubthoria area inhabited by all Caste Hindu population. The rate is highest (77.1%) in the Kachakhaity area inhabited by all Muslim immigrant population. Barunguri area shows 37.5% dropouts which has majority Scheduled Caste population. But strange enough Garajan area inhabited entirely by Scheduled Caste population show lesser rate of dropouts (22.2%). The causes leading to dropouts from schools do vary from area to area and are really a very complex function of Socio-economic, Cultural, Educational and other factors. It

appears the immigrant and Scheduled Caste population are very sensitive so far as retentivity in schools in concerned and are less tolerant to disturbing or dissuading factors. We could not discover any such indications in the local Societies making deliberate efforts to bring back dropped out children to schools.

INCENTIVES TO CHILDREN

5.3.21 There is no system of providing incentives to children in any of the schools in the surveyed schools in this Sub-division also. The Headmasters of Barunguri L.P., Garojan L.P., Nizkaliabar L.P. and Pubthoria H.V.School stated that some of pupils of their school received free Text books in 1977 under a special Scheme for poor Scheduled Castes and Scheduled Tribes and Other Backward Classes students as well as meritorious girls students of lower income group. We found similar provisions in the surveyed schools of Goalpara Sub-division also. This was a possibly a State-wide policy in 1977. There is no denying the fact that incentives in the form of free texts and other reading materials, mid-day meals, papers, uniform, stationery or attendance Scholarships etc. help in increasing enrolment, maintaining regularity of attendance and the holding power of schools while at the same time in decreasing the rate of dropout.

PHYSICAL FACILITIES.

5.3.22 Barunguri (single teacher) school has a Kutchra thatched house on an wooden frame and has a Kutchra road leading to it from habitations. The road is not motorable

and the communication system in and around the school is very bad. It has a hall type accommodation of 33x 12 Sft and all the four classes are held in it. As for furniture, there are 2 Chairs and a Table for teacher and 6 Benches and only one Desk for the pupils. There is a Black Board but no other teaching aids nor games equipment nor a Library. It has however a tube-well to provide drinking water to the school children. There is no provision for Urinals or Latrines in the school. As the Headmaster stated he receives a contingent expenditure of Rs.3/- per month but at intervals of about six months. He also mentioned lack of interest of the local society in the school business.

3.23 Garajan L.P. School (multi-teacher) is fed by all Scheduled Caste population. The school is located at a distance of about 9 K.Ms. from the C.D. Block Head-quarter (Lankhawa Block). It is linked with a motorable Kutcha road. The building condition is comparatively better. It has C.I. Sheet roof with half-walls and has a Kutcha floor area of 84 x 18 Sft. The Headmaster reported that the accommodation was adequate for the children. As regards furniture, it has 3 tables, 5 chairs and 14 pairs of desks and benches. For additional accommodation, the teachers have arranged for improvised type of temporary desks and benches. It has 4 Black Boards and one District Map and no other teaching aids. There is no games equipment nor a Library. As regards sanitary provision, it has temporary improvised type of Latrine and Urinal. For supply of drinking water, the school has a

tube-well provided by the Panchayat administration. About the contingent expenditure of Rs. 3/- per teacher per month, the Headmaster reported to have received it after 14 months.

5.3.24 Kachakhaity M.V.School is fed by all immigrant Muslim population and the mother tongue is not the regional language. It is located at a distance of about 2 K.Ms. from the Laukhowa Block Headquarter. The school building has 3 rooms with total floor area of (85 x 16) Sft. It has 2 additional rooms each of (18 x 14) sft. The roof is of C.I. sheets and walls with half bricks and top portion is of Ikra Walls. There are 8 pairs of Tables and Chairs, 15 high Benches and 37 low Benches. Desks are inadequate. It has 4 Black Boards and a small Library of about 50 books solely arranged by the Headmaster. These include 1 Black Board and 1 Desk received from the Block authority. There is no games equipment nor any provision for Latrines and Urinals. For drinking water, it has a Ring well. There are two other schools nearby at distance beyond 1 K.M.

5.3.25 Madhya Sarubhagia L.P. is a Single teacher school located by the side of National High way and is in Kaliabar C.D. Block. In fact, it is not far from the Kaliabar Block Headquarter. The building condition is extremely dilapidated. It is a thatched house with

Bamboo and Straw mixed walls. It consists of one room with a Kutchha floor area of (42 x 16) Sft. It has one pair of Table and Chairs, 7 pairs of Desk & Benches and 8 single Benches. There is no teaching aids except 2 Black Boards. There is no gamrs equipment, nor a Library nor any arrangement for Latrine or Urinal. There is however a Tube-well to provide for drinking water. It is really surprising to find such a poor condition of the building of a school located and communicated by the main road.

5.3.26 Nizkaliabar L.P. is a three-teacher school located in the Village Dulal Madhab inhabited by all Caste Hindu population. It is situated in the interior away from the National Highway. It has C.I. sheet roof and half-brick walls with a pucca floor area of (42 x 16) Sft (Hall-type). There are 3 pairs of Tables and Chairs and 14 pairs of Desks and Benches. It has one Black Board and one Globe as Teaching aids. It neither has any games equipment nor any Library nor any good provision for Latrine and Urinal. There is a Tube-well to provide drinking water to the children. The Headmaster reported that the contingent expenditure of Rs.3/- per teacher per month has been pending receipt for last one year. The teachers have in the meantime procured necessary Chalk, Pencils, Ink, Papers etc. from their own to manage class teaching in the school.

5.3.27 Pubthoria M.V. school is situated in village Pubthoria, well-communicated by a good P.W.D. road leading to the school. The school is fed by Caste Hindu population. There is another girls L.P. school at distance of about half-a-mile and an M.E. school at 1 Mile distance. It is a C.I. sheet-roofed house with half brick walls. It has two spacious rooms to accommodate the children. For teachers, the school possesses 8 Chairs, 6 Tables and 14 pairs of Desks and Benches for pupils which are obviously inadequate to accommodate 145 pupils. As regards teaching aids, there are 3 Black Boards, 2 Globes and 3 maps and a Library with about 200 Books. There is no games equipment and no permanent arrangement for Latrine and Urinal. It has a tube-well to provide drinking water. In case of this school also, the Headmaster said he received the contingent expenditure usually at intervals of a year.

TEACHERS TRAINING AND QUALITY IMPROVEMENT

5.3.28 As in case of Goalpara Sub-division, there is no regular system of conducting short-term inservice Training or refresher Courses for Teachers. There is no such provision in any of the State agencies working in the Sub-division such as Education Department, Panchayat or Block Development agencies or Social Welfare Organisation. As usual the teachers are deputed for the one-year B.T.C. Course in any of the Teacher Training Institutions in the State, for which they are selected on the basis of seniority and length of services. In the school under survey the position of trained and untrained teachers are as follows :-

Table :- 44

School	Trained			Un-trained			Total		
	M	F	T	M	F	T	M	F	T
1.Barunguri L.P.	-	-	-	1	-	1	1	-	1
2.Garajan L.P.	2	-	2	2	1	3	4	1	5
3.Kachakhaity L.P.	3	-	3	2	-	2	5	-	5
4.Madhya Sarubhagia L.P.	-	-	-	1	-	1	1	-	1
5.Nizkaliaber L.P.	1	1	2	1	-	1	2	1	3
6.Pubthoria M.V.school	4	1	5	-	1	1	4	2	6

(M = Male, F= Female, T = Total)

5.3.29 As could be seen from the table both the single teacher schools (Barunguri and Sarubhagia) are managed by untrained teachers. But fortunately both are Matriculates. The Headmaster of Kachakhaity M.V.school is a Matric-Normal pass^{ed} teacher. The Headmaster of Garajan L.P. school was trained in a short-term Unicef Science-Training Course organised by State Institute of Science Education under the extended Unicef-aided Science Teaching project. It was also mentioned that 2 of his assistant teachers came from distances beyond 5/6 Miles. We observed that both the teachers of the two Single Teacher schools were very young. None of the other teachers had undergone any short-term refreshers course organised by S.I.E. or N.C.E.R.T. etc.

SCHOOL COMPLEXES.

5.3.30 There is no school complex in the area under survey in this Sub-division also. The Headmasters of the

selected school also have no information about school complexes in their known areas. But they have their "Teachers Centre Gatherings" where academic matters are also discussed.

NONFORMAL EDUCATION

5.3.31 Out of the six selected Villages, the Headmasters of Nizkaliabar L.P. and Pubthoria M.V. school have mentioned existence of one Centre in each of the Villages Dulal Madhab and Pubthoria. They however, could not clearly mention the age group for whom the centres were meant. As mentioned earlier in case of Goalpara Sub-division, the non-formal Centres are run by the State Social Education Department and there does not appear to exist any co-ordination between formal and non-formal system at the field level of operation. We discussed with the District Social Education Officer at Nowgong and found that as per record there are 8 N.F. Centres for age-group 9-11 in the Laukhowa Block and 15 N.F. Centres in Kaliabara Block with enrolment of 168 and 440 children respectively.

INSPECTION AND SUPERVISION.

5.3.32 A general description about the system of supervision in Primary and Middle school has already been given in para 5.2.24. It had also been indicated what the "Inspection and Supervision" work turns out to be simply "Visit" to schools. However, the Inspection Books of the six schools were examined and the reports scrutinised. The position of inspection in these sample schools for consecutive four years is as follows :-

Table :- 45

Schools	Inspecting Officers	No. of visits			
		74/75	75/76	76/77	77/78
1. Barunguri L.P.	S.I. of Schools	R - S 1	- 2	- 1	- 1
2. Garajan L.P.	-do-	R - S 1	- 2	- -	- 1
3. Kachakhaity M.V.	-do-	R - S -	- -	- -	- 1
4. Madhya Sarubhagia L.P.	-do-	R - S -	- 1	- 1	- 1
5. Nizkaliabar L.p.	-do-	R - S 1	- 1	- --	- 1
6. Pubthoria M.V.	-do-	R - S 1	- 2	- 2	- -

As usual, there is no regular system of follow-up of the suggestions made in Inspection reports nor the Teachers Pay any importance to them. Other details and remarks made in respect of inspection and supervision in case of Goalpara Sub-division stand valid for this Sub-division also. This has reference to para 5.2.26 and 5.2.27. The contents of the inspection reports are as usual the conventional type.

INVOLVEMENT OF COMMUNITY

5.3.33 All the general statements made in para 5.2.28 to 5.2.31 while analysing the surveyed Villages and schools of Goalpara Sub-division are applicable for similar analysis in the Nowgong Sub-division also. But in the selected schools of this Sub-division, all the schools

have formed Managing Committees according to the new directives i.e, with 5 members including the Headmaster of the school. No of sittings of the Managing Committees varies from 2 to 3 sittings a year. A scrutiny of their statement reveals that the Managing Committees discussed almost all aspects relating to improvement of the schools and other administrative matters. There is no "Village school Committee" anywhere. All the Teachers were rather confused about this term and identified the school Management Committee with the "Village School Committee". There is no parent-teacher Association also. The absence of co-ordination among different agencies at the village at the village or Block level prevails as in case of Goalpara Sub-division.

HOSTEL AND QUARTER FACILITIES.

5.3.34 There is no hostel or quarter facilities in the surveyed areas of this Sub-division also. All the statements made in para 5.2.32 (Village level analysis of Goalpara Sub-division) are applicable in Nowgong Sub-division also. It is seen in the schools of this Sub-division also, the Teachers of the schools come from different distances. For instance in Laukhowa Block the Headmaster of Kachakhaity M.V. school resides at a distance of 17 K.Ms from the school, that of Barunguri L.P. school at more than 6 K.Ms. and the Garajan L.P. Headmaster attends his school from a distance of 5 K.Ms. In this respect the Headmasters of the three schools of Kaliabar Block are fortunate. It may not be out of place of mention here that in general, the road and communication system in

in Nowgong Sub-division is much better compared to that in the Goalpara Sub-division.

B. BLOCK LEVEL ANALYSIS

PROVISION OF EDUCATIONAL FACILITIES

5.3.35 As before general and Educational information relating to Laukhowa and Kaliabar Blocks were collected from Census reports, Statistical Handbook of the Directorate of Economic and Statistics, 4th Educational Survey Data, the Block Office and the Mahkuma Parishad, Sub-divisional Educational Office and its Officers as well as teachers and public etc. through questionnaires interview Schedules, data-sheets, discussions and observations. Accordingly the position of administration of Elementary Education at Block level is described in the following paragraphs.

5.3.36 Laukhowa C.D. Block has an area of 1071.70 Sq.K.Ms. consisting of 65 Villages and 70 habitations. It has an estimated population of 94674 out of which present estimated Scheduled Castes population is 21456. There are no Scheduled Tribes population. Among the 65 villages 14 are schoolless villages of which 5 villages have population less than 300. 96.2% of the population have a Primary school within 1 K.M. and 3.8% population have a school within 1-1.5 K.Ms. Similarly 81.4% of population have a Middle school within distance of 3 K.Ms. and 3.6% have a Middle school beyond 3 K.Ms. In case of

Scheduled Caste population 78.7% have a Primary school within 1 K.M. and 83.3% have a Middle school within 3 K.Ms.

5.3.37 In Laukhowa Block, there are 102 Primary, 14 M.E., 2 M.V. and 7 Secondary schools. Out of these, 2 are Boy's Primary schools, 3 Girl's Primary schools and 97 are co-educational schools. Similarly out of 16 M.E. schools, one is for boys one for girls and rest are co-educational schools. Among them 32 are Single Teacher and 50 are Double Teacher Primary schools. As regards need for provision of additional schools, the field Officers in-charge of the Block has named twelve habitations for establishment of new Primary schools and have also suggested upgradation of 2 Primary to Middle schools. They have also suggested appointment of 24 additional Teachers in the Block. In fact, above mentioned 12 Primary schools have already been established by public; these are only to be taken over.

5.3.38 Kaliabar C.D. Block has an area of 971 Sq.K.Ms. consisting of 178 inhabited villages with 191 habitations. Estimated (September/78 per 4th Educational Survey) present population is 117555 out of which estimated Scheduled Caste population is 9599 and Scheduled Tribes population of 2923. Out of these 191 habitations 66 habitations have population less than 300. It is found in the survey that 100% of the population in this Block has a Primary school within a distance of 1 K.M. and 98.4% population has a Middle school within 3 K.Ms. In case of Scheduled Caste population, all are served by a Primary school within 1 K.M. and a Middle School within 3 K.Ms. Similarly

all the Scheduled Tribes population has a Primary school in their own habitation but 73.8% of Scheduled Tribes population are served by a Middle school within 3 Kms.

5.3.39 In the Kaliabar Block there are 107 Primary and 19 Middle schools out of which 7 are M.V.schools having Class I-VII. There are 7 Secondary schools with Class V-X. Out of 107 Primary schools, 33 are Single Teacher and 41 are Double Teacher Schools. There is no separate schools for Boys and Girls at the Primary level; all are co-educational schools. At the Middle level there is only one Girl's M.E. school and the rest are co-educational. The Sub-Inspector of schools of the area has suggested establishment of six new Primary schools in six habitations he identified and appointment of 25 new teachers.

5.3.40 The population position in the two Blocks is as follows :-

Table :- 46

Blocks	Population 1971 Census	Present estimated
Laukhwa C.D.Block	T - 80511	94674
	SC - 16908	21456
	ST - -	-
Kaliabar C.D.Block	T - 99286	117555
	SC - 6305	9599
	ST - 2970	3481

CENSUS OF CHILDREN

5.3.41 In this Sub-division also there is no system of taking annual Census of children of school going age. Not only in Educational Offices, but in Mahkuma Parishad

and Block Development organisations also the system does not exist. The population data of 1971 Census is available with all these agencies but the present estimated population of school going age is worked out by the field Officers of Education Department at the time of Educational Surveys. For this study, the Education Officers in the field (Circle Sub-Inspectors of schools) supplied the present estimates of general population in Laukhowa and Kaliabar Block as prepared for the 4th Educational Survey (30-9-78), which has been used for working out estimated children population.

IDENTIFICATION OF NON-ENROLLED CHILDREN

5.3.42 In absence of any annual Census of children the estimates of children of Primary school-going age-group were worked out as per State norm from the estimated general population. The table below indicates an estimate of non-enrolled children at the Primary level in the two Blocks of this Sub-division.

Table :- 47

Blocks	Estimated children	Estimated Non-enrolled	Percentage of Non-enrolled.
Laukhowa Block T	12308	871	7.9%
SC-	2790	73	2.6%
ST-	-	-	-
Kaliabar Block T	15282	7848	51.4%
SC-	1248	189	15.2%
ST-	452	194	42.9%

5.3.43 In Laukhowa Block the village level results of non-enrolled percentage do not corroborate the Block level results. This may be either due to selection of

un-representative villages. But such situations are statistically passible. In Kaliabar Block the village level results come out as more or less similar to the Block results.

IDENTIFICATION OF NON-ATTENDING CHILDREN

5.3.44 As there is no system of keeping record of non-attending children at Block level, as before, a common weighted average of attendance and hence non-attendance in the sampled schools, could be worked out as an estimate for the Block as a whole. The table below shows the average attendance at the Primary level for the 4 months (September to December/78) against each school in the Block.

Table :- 48

Block	Schools	4 Month's Av. Attendance	Average percentage of non-attendance
Laukhowa Block	1. Barunguri L.P.	87.5%	12.5%
	2. Garajan L.P.	68.8%	31.2%
	3. Kachakhaity H.V. (Primary Section)	77.3%	22.7%
	Weighted average for the Block	74.3%	25.7%
Kaliabar Block	4. Madhya Sarubhagia L.P.	66.8%	33.2%
	5. Nizkaliabar L.P.	77.5%	22.5%
	6. Pubthoria M.V. (Primary Section)	77.2%	22.8%
	Weighted Average for the Block.	74.4	25.6%

Estimates of average percentage of non-attending children at Primary level both in Laukhowa and

Kaliabar Block are almost the same i.e. 25.7% and 25.6% respectively. A combined weighted mean of the two Blocks come to 25.7% which may be taken as an indicator for the Sub-division as a whole.

ENROLMENT POSITION

5.3.45 Enrolment of children as on 30-9-78 both for Primary and Middle level in Laukhowa and Kaliabar C.D. Block are shown in the table below along with the enrolment for the Elementary level as a whole :-

Table :- 49

	Primary		Middle			Elementary				
	B	G	T	B	G	T	B	G	T	
<u>Laukhowa C.D. Block</u>										
T	6030	5307	11337	1389	830	2219	7419	6137	13556	
SC	1612	1115	2727	365	198	563	1977	1313	3290	
ST	-	-	-	-	-	-	-	-	-	-
<u>Kaliabar C.D. Block</u>										
T	4159	3275	7434	1562	1141	2703	5721	4416	10137	
SC	832	517	1349	138	78	216	970	595	1565	
ST	173	85	258	66	41	107	239	126	365	

5.3.46 In Laukhowa Block, at the Primary level enrolment, there are 53.2% Boys and 46.8% Girls and in Kaliabar Block, 55.9% Boys and 44.1% Girls. Among the Scheduled Caste enrolment at the Primary level, 59.1% are Boys and 40.9% are Girls in Laukhowa Block and in Kaliabar Block the percentages are 61.7% and 38.3% respectively for Boys and Girls. There is no Scheduled Tribe enrolment Laukhowa Block. In Kaliabar Block at the Primary

level, Scheduled Tribes enrolment consists of 67.1% Boys and 32.9% Girls. At Middle level, in Laukhowa Block 62.6% are Boys and 37.4% are Girls and in Kaliabar Block, 57.8% Boys and 42.2% Girls.

5.3.47 Sex-wise composition of the Elementary enrolment in the two Blocks are as follows :-

Table :- 50

Block	Categorie	Elementary Enrolment percentage		
		Boys	Girls	Total
Laukhowa Block	Total	54.7	43.3	100.0
	SC	60.1	39.9	100.0
	ST	-	-	-
Kaliabar Block	Total	56.7	43.6	100.0
	SC	62.0	38.0	100.0
	ST	65.5	34.5	100.0

The results show almost similar state of affairs in both the Blocks so far as total and Scheduled Caste enrolment compositions are concerned. In case of Scheduled Tribes (only in Kaliabar Block) enrolment composition, the share of Boys and Girls are 65.5% and 34.5% respectively. But in general as in case of Goalpara Sub-division, the girls enrolment is always less than the Boys. It hardly needs repeating the interpretations.

5.3.48 According to the 4th Educational Survey the distribution Primary school according to enrolment range is as follows :-

Table :- 51

Blocks	Enrolment Range	No. of Primary Schools.
Laukhowa Block	0 - 50	53
	51- 100	37
	101- 200	12
		102
Kaliabar Block	0 - 50	34
	51 - 100	62
	101 - 200	11
		107

It is seen that 52% of the schools in Laukhowa Block and 31.8% of the schools in Kaliabar Block have enrolment below 50 percentage of non-enrolled children, as seen earlier differ widely between the two Blocks.

IDENTIFICATION OF DROP-OUTS

5.3.49 Position in regard to identification and record for ascertaining drop-out rates has been detailed in the appropriate para under Block level analysis in Goalpara Sub-division (para 5.2.43). The same statements apply in case of the villages and Blocks of Nowgong Sub-division also. As before, a Block level idea may be drawn from to the total percentage of dropouts (weighted) in the 3 schools in each Block taken together.

Table :- 52.

Laukhowa Block	- Total initial Cohort (fresh entrants) of 1975 in the 3 Schools	- 141
	Total dropouts in 4 years from Cohort.	- 71
	Average percentage of dropouts	- 50.3%

Kaliabor Block - Total Initial Cohort of 1975	- 62
in the 3 schools.	
Total dropouts in 4 years from	- 14
this Cohort.	
Average percentage of dropouts	- 22.6%

5.3.50 It is interesting to note that though enrolment percentage in Laukhowa Block is higher than that of Kaliabar Block, the dropout rates are also quite high. The population in the surveyed areas of Laukhowa Block are all Muslim immigrants and Scheduled Castes, where probably, initially most of the children are sent to schools but later take no interest in their continuance. The composition of population in the Kaliabar Block are mostly caste Hindus and the low dropout rate is as expected.

INCENTIVES TO CHILDREN

5.3.51 As mentioned earlier, there is no system of providing incentives of any kind, save the programme of 1977 supply books to the poor Scheduled Caste, Scheduled Tribes and Other Backward Classes students. There may be some sporadic local effort in some areas depending upon the economic position of the local society, of which there are no records. This has already been referred in para 5.2.44.

PHYSICAL FACILITIES.

5.3.52 As per 4th Educational Survey, in Laukhowa Block, 28 out of 102 Primary schools have thatched houses 52 have Kutcha buildings and 22 only have either partly or full pucca buildings. At the Middle level, out of 16 schools, 3 have Kutcha building and 13 have partly or fully pucca buildings. In Kaliabar Block there are few

thatched houses, about 40 Kutcha buildings and 63 have partly or fully Pucca buildings. At the Middle level out of 19 schools, 7 have Kutcha buildings and 12 have partly or fully Pucca houses.

5.3.53 In Laukhowa Block, 63 out of 102 Primary schools require additional space under existing conditions. It is also found that 59 out of these 63 schools have space for expansion and 4 schools have no extra space for expansion. At the Middle level 10 out of 16 schools require additional rooms. As regards number of rooms, 97 Primary schools have only one room and 5 have 2 rooms or more. At the Middle level 14 out of 16 schools have 4 or less than 4 rooms. Majority of Primary schools feel the need of at least one additional room. In case of Middle schools, 11 schools required more than 3 additional rooms.

5.3.54 In Kaliabar Block, out of 107 Primary schools 80 schools require 1 additional room, 21 need 2 rooms and 6 require 3 additional rooms. Among 19 Middle schools, 15 schools need 1-2 additional rooms and 3 schools require more than 3 rooms. Regarding space for expansion Primary schools have no space for expansion, /but 93 schools have additional space for expansion. At the Middle level, 18 out of 19 Middle schools have extra land for additional buildings. Under the existing conditions 93 Primary schools have only one room, 8 have 2 rooms, and only 3 Primary schools have 3 rooms. At the Middle level, 12 schools have 3-4 rooms and 7 schools have more than 7 rooms.

5.3.55 There is no playground facilities in any of the Primary schools in Laukhowa Block nor any games

materials in any of the schools. In case of Middle Schools, 10 out of 16 Middle schools have playgrounds but only 5 Middle schools have some games materials. In Kaliabar Block, only 6 out of 107 Primary schools have playgrounds but only 2 Primary schools have some play materials. In case of Middle schools in Kaliabar Block, only 2 of the 19 schools have playgrounds but 15 of the Middle schools have some sort of play materials.

5.3.56 As regards Library facilities, none of the schools whether Primary or Middle, in the Laukhowa Block has a Library. Sometimes some teacher collect few books and keeps them in the school but this can not be said to be a Library. In Kaliabar Block, data shows that 5 out of 107 Primary schools have Library facilities (3 schools having books below 100 and 2 schools having 100-200 books). At the Middle level, 16 out of 19 schools have a Library of which 14 have books under 100 and 2 schools possessing books between 200-300.

5.3.57 So far as teaching aids are concerned, in Laukhowa Block, data reveals that only 5 Primary schools have adequate number of Black Boards and at the Middle level, 10 out of 16 schools have adequate Black Boards. In Kaliabar Block, only 17 out of 107 Primary schools and 16 out of 19 Middle schools have adequate number of Black Boards.

5.3.58 Regarding other physical facilities, in Laukhowa Block, 30 out of 102 Primary schools and 15 out of 16 Middle schools have provision for drinking water. As regards sanitary system, only 4 out of 102 Primary

schools and 7 out of 16 Middle schools have some arrangement for semi-permanent or improvised Urinal/Latrine. In Kaliabar Block, 22 out of 107 Primary schools and 15 out of 19 Middle schools have arrangement for supply of drinking water. About Urinal/Latrine, 8 out of 107 Primary schools 15 out of 19 Middle schools have some such facilities. In none of the two Blocks there is any shift-system running in the schools.

5.3.59 As regards grants for improving building conditions as well as provision of furniture etc. usually the Deputy Inspectorate provide them as per need and amount of money available. The Block Development authority also occasionally distributes some Desks, Benches and Black Boards also to the needy schools in the Block. In the two Blocks of Nowgong Sub-division, the Block Development Officers of Laukhowa and Kaliabar Block informed us of providing Black Boards and furniture to Primary schools in their Blocks in the current year worth total of Rs. 3000/- and 4000/- respectively in the two Blocks. It was also said that list of such needy schools in the Block was prepared by the Committee of the Block was prepared the Committee of the Block and got approved by the District Social Education Officer, who had no direct link with the formal schools. The Deputy Inspector of Schools responsible for administration of Elementary Education in the Sub-division is usually not informed. We met the Secretary of the Mahkuma Parishad of Nowgong Sub-division also and he informed that the Parishad also has financial provision for improvement of Primary Education. In this case, however, the Deputy Inspector of

schools is a member of the standing Committee on Education of the Parishad.

TRAINING OF TEACHERS.

5.3.60 In Laukhowa Block, out of 102 Primary schools, 32 are Single Teacher, 50 Double Teacher and 20 are Multiple teacher schools. There is no vacant post of teachers in this Block. Similarly, in Kaliabar Block, out of 107 Primary schools, 33 are Single teacher, 41 Double teacher and 20 are Multiple teacher schools. In this Block also, there is no vacant post of teachers. The position of teachers in the two Blocks is as follows :-

Table :- 53

		Primary	Middle	Elementary
<u>Laukhowa Block</u>				
Sanctioned Posts	-	209	78	287
Teachers working	- M -	197	77	274
	F -	12	1	13
	T -	209	78	287
Vacant posts		NIL	NIL	NIL
<u>Kaliabar Block</u>				
Posts sanctioned	-	218	88	306
Teachers Working	- M -	155	77	232
	F -	63	11	74
	T -	218	88	291
Vacant posts	- -	NIL	NIL	NIL

Out of 287 teachers at the Elementary level in Laukhowa Block 53 belong to Scheduled Caste and 6 belong to Scheduled Tribes. In Kaliabar Block, out of 306 teachers at the Elementary level, 16 belong to Scheduled Caste and 9 belong to Scheduled Tribes.

5.3.61 The percentage of trained teachers in the two Blocks are shown below :-

Table :- 54

Blocks	Primary		Middle		Elementary	
	Trained	Untrained	Trained	Untrained	Trained	Untrained
Laukhowa Block	98 (42.1%)	111 (57.9%)	6 (7.7%)	72 (92.3%)	104 (36.2%)	183 (63.8%)
Kaliabar Block	152 (69.7%)	66 (30.3%)	40 (45.5%)	48 (54.5%)	192 (62.7%)	114 (37.3%)

As stated earlier, there is no regular short-term inservice training organised at Block level by any agency. Details in this regard is already stated in the relevant paragraphs. The table above indicates distinctly the disparity between Blocks with regard to training of teachers.

SCHOOL COMPLEX

5.3.62 There is no organised school complex system at Block level. There are only Teachers' Central Gatherings held at various places within the Block where teachers discuss various matters including administrative and academic problems.

NON-FORMAL EDUCATION

5.3.63 The District Social Education Officer was contacted and ascertained the position of Non-formal Education Centres in the two Block under study. According to his supplied informations there are 8 N.F. Centre in Laukhowa Block and 15 N.F. Centres in Kaliabar Block for the age-group 5-11 and that these Centres covered 163 and 440 enrolments respectively.

INSPECTION AND SUPERVISION

5.3.64 General description about the pattern of inspection and supervision is same as that mentioned earlier in para 5.2.55. But there is no such special Sub-Inspectors of Schools for minority language schools as in case of the Blocks of Goalpara Sub-division. The frequency of inspection (including double visits) in the two Blocks are as follows :-

Table :- 55

Blocks	Officers	No. of Schools in the Block	No. of visits		
			75/76	76/77	77/78
Laukhowa Block	Deputy Inspector	16	21	11	7
	Sub-Inspector	102	102	102	102
Lalihar Block	Deputy Inspector	19	8	5	3
	Sub-Inspector	107	84	81	85

5.3.65 According to the Educational Survey Data, the distribution of schools for inspection according to the distances (the Deputy Inspector/Sub-Inspector has to cover) is as follows :-

Table :- 56

Blocks	Primary		Middle	
	Distance range	No. of schools	Distance range	No. of schools
Laukhowa Block	Upto 4 K.Ms.	2	Upto 4 K.Ms.	x
	5-8 K.Ms.	5	5-12 K.Ms.	x
	beyond 8 K.Ms.	95	beyond 12 K.Ms.	16
		<u>102</u>		<u>16</u>

Kaliabar Block	Upto 4 K.Ms.	50	Upto 4 K.Ms.	4
	5-8 K.Ms.	30	5-12 K.Ms.	x
	beyond 8 K.Ms.	27	beyond 12 K.Ms.	15
		<u>107</u>		<u>19</u>

In Laukhowa Block for majority of Primary schools the Sub-Inspector has to travel more than 8 K.Ms. whereas in case of Kaliabar Block, majority of schools for inspection lie within 8 K.Ms. distance. In case of Middle schools all the schools are located beyond 12 K.Ms. for the Deputy Inspector of Schools to travel for inspection. It may be mentioned here that, in general, road and communication system in Nowgong Sub-division is better than Goalpara Sub-division.

COMMUNITY INVOLVEMENT AND CO-ORDINATION WITH OTHER AGENCIES.

5.3.66 In this respect, the State of affairs can be generalised for all Blocks. The statements made in para 5.2.57 and 5.2.58 in case of Goalpara Block are applicable for Nowgong Blocks also. In fact, there is no co-ordination among different agencies working at the Block level including those involved in matters educational.

BLOCK LEVEL ADMINISTRATION

5.3.67 As mentioned earlier there is no Block level administrative set-up for administration of Elementary Education. The Sub-Inspectors of schools in charge of the Primary schools in the Block conduct administration on behalf of the Deputy Inspector of schools. The Sub-Inspector of schools has no executive powers.

C. SUB-DIVISIONAL LEVEL ANALYSIS.

GENERAL INFORMATION

5.3.68 The analysis in this section is based on the informations collected from the Sub-divisional Elementary Education Office located at Nowgong as well as discussions and observations made of the administrative functioning of the educational Field Officers. The Primary and M.V. schools of the Sub-division are as usual, under the administrative control of the Deputy Inspector of schools and the M.E. schools under control of the District Inspector of schools. There is no District Administrative Office for Elementary schools and as already mentioned. The Sub-divisional Educational Office is the Unit of administration next to the Directorate of Elementary Education.

5.3.69 This Sub-district has an area of 3973.3 Sq. K.Ms. and consists of 5 C.D. Blocks. The population structure as per 1971 Census is as follows :-

Table :- 57

	Total	Schedule Castes	Scheduled Tribes
Male -	661015	58719	27022
Female-	590621	53535	26455
Total -	12,51,636	1,122,54	54,377

The Scheduled Castes and Scheduled tribes population constitutes 8.57% and 4.34% of the total population. The sex-ratio in this Sub-division is 894 females per 1000 males. Present estimated population in this Sub-division according to the 4th Educational survey is 12,72,917

PROVISION OF EDUCATIONAL FACILITIES.

5.3.70 The position of schools in this Sub-division is as under :-

No. of Primary schools	-	1471
No. of Middle schools	-	303
No. of Secondary schools	-	137
No. of Higher Secondary schools	-	11

The Secondary and Higher Secondary schools are under control of the District Inspector of schools. As per data there is one Primary school per 365 population and a Middle school for every 4200 population.

NON-FORMAL EDUCATION CENTRES.

5.3.71 According to the District Social Education Officer, there are 33 N.F. Education Centres in this Sub-division. Other details with regard to administration of Non-formal Education Centres in this Sub-division are same as that described in para 5.2.64 in case of Goalpara Sub-division. The Block-wise distribution of Non-formal Centres are as follows :-

Table :- 58

<u>C.D. Blocks</u>	<u>No. of Centres.</u>
1. Laukhowa Block	8
2. Batadraba "	11
3. Juria "	9
4. Rupahi "	4
5. Khagerijan "	12
6. Kathiatoli "	13
7. Jugijan "	4
8. Lanka "	7
9. Kaliabar "	15

ASSESSMENT OF NON-ENROLLED CHILDREN

5.3.72 There is no system of taking annual Census of children and no record other than that of 1971 Census is available. As mentioned already, the estimated children of school going age groups as per 4th Educational Survey do not tally with the actual age-groups of children of Primary and Middle schools in Assam. The present estimated children of age-group 6⁺-9⁺ and 10⁺-12⁺ has been worked out from the present estimated population of the Sub-division as supplied by the Sub-divisional Educational Office. Accordingly, the estimates of the percentage of non-enrolled children of Primary and elementary stages in this Sub-division are shown below:-

Table :- 50

PRIMARY LEVEL (Classes I-IV)

Estimated children	Enrolment	Percentage of enrolled	Percentage of Non-enrolled.
178479	142917	30.1	19.9

MIDDLE LEVEL (Classes V-VII)

127681	41623	32.6	67.4
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These percentages give an idea about the position of non-enrolled children at the Primary and Middle level in the Sub-division, as on 30-9-78.

ENROLMENT POSITION AND ENROLMENT TREND

5.3.73 Enrolment position as on 30-9-78 in the Sub-division at the Elementary level is as follows :-

Table :- 60

	Primary (I-IV)	Middle (V-VII)	Elementary (I-VII)
Total	142317	41623	184540
Scheduled Caste	19559	6246	25805
Scheduled Tribe	10635	2613	13293

It is seen that in the enrolment composition, at the Primary level, 13.7% belong to the Scheduled Castes and 7.5% belong to the Scheduled Tribes and at the Middle level 15.0% are Scheduled Caste and 6.3% are Scheduled Tribes pupils. These enrolment when compared with the total estimated children in the Sub-division, give Enrolment Ratio of 30.1 at the Primary level and 32.6% at the Middle level.

ADMINISTRATIVE STRUCTURE.

5.3.74 The administrative functioneries in this Sub-division consists of the following Officers :-

Deputy Inspector of Schools	- -	1
Adl. Deputy Inspectors of schools-		2
Sub-Inspectors of schools	- -	17
Asst. Sub-Inspectors of schools-	- -	2

As in all other Educational Sub-divisions, the Deputy Inspector of schools is the Administrative Head of the Office and the controlling Officer of the Subordinate inspecting staff in the Sub-division. As regards number of school for inspection per officer, on the average, there are 30.6 schools per Officer. This is such higher than that in Goalpara Sub-division. It may be mentioned

here that Nowgong Sub-division is bigger than the Goalpara Sub-division and the number of schools is also much higher. Other details in this respect are same as that mentioned in case of Goalpara Sub-division in the appropriate section.

TRAINING OF TEACHERS.

5.3.75 The table below shows the position as regards trained and un-trained Teachers at the Elementary level in the Sub-division:-

Table :- 61

	Primary					Middle					
	M	Q	F	Q	T	Q	M	Q	F	Q	T
Trained	-	1852	702		2554	291		216			507
Un-trained-		637	146		783	1031		36			1067
Total	-	2489	848		3337	1322		252			1574

It is seen that 76.5% of the teachers are trained in this Sub-division at the Primary level and 32.2% are trained at the Middle level. Among the male teachers at the Primary level 74.4% are trained, whereas among female teachers 82.7% are trained. At the Middle level, 22.0% are trained among the male teachers but among female teachers 85.7% are trained. The last one appears to be a very special case.

POWER AND FUNCTIONS OF THE SUB-DIVISIONAL LEVEL FUNCTIONERIES.

5.3.76 These are same as detailed in para 5.2.70 to 5.2.75 in case of Goalpara Sub-division. In fact this is common for the whole State.

THE STUDY OF ADMINISTRATION OF ELEMENTARY
EDUCATION IN RELATION TO THE PROGRAMME OF
UNIVERSALISATION

A S S A M

C H A P T E R VI

F I N D I N G S

CHAPTER - VI

F I N D I N G S.

6.01 The position of administration on Elementary Education at higher levels were also studied and the functioning of at these levels were observed. The Secondary data collected at these levels were analysed; opinions, remarks and reactions of various functionaries at higher levels of the administrative machinery were noted. On the basis of such experiences as well as study of Primary and Secondary data, findings on the present position of administration in Elementary Education in relation to Universalisation from Village level to the State level, in Assam are drawn as noted below.

A. VILLAGE LEVEL.

6.02 The system of taking annual Census in the Village level for the children in the age-group 6-14 is not followed in Assam. So non-enrolled and drop-out children can not be properly identified which is an essential requirement for Universalisation of Elementary Education. As the names of absentees in the Roll list, who do not attend school for months together are not stricken off, the non-attending children also can not be correctly identified. The monthly average attendance of pupils is submitted by the teacher every month in connection with his monthly salary statement but this information is not analysed purposefully by administrative authority for follow-up action and advice. There is, hence, no system followed in this respect nor necessary efforts made to increase enrolment in a planned manner.

6.03 The schools are not given target for increasing enrolment in the age group 6⁺-14. In Assam, the Elementary age group is 6⁺-13. Annual returns of enrolments of the school as on 30th September are prepared by the teachers every year and submitted to Sub-divisional Education authority. From the said data Annual returns of the Sub-division, the District and the State are compiled. It takes lot of time and energy, and such data collected (without analysis) in a year can be utilised only in the next year. No figure or annual target of enrolment could therefore be circulated by any authority to the teachers for enrolment drive in the present system. The teacher, under such situation, cannot realise that making efforts for enrolling the non-enrolled children in the Village is also a part of his duties.

6.04 Except some rare initiative by few sincere teachers, no co-operation from any developmental authority or voluntary organisation for enrolment drive is sought nor received at the Village level. There is no directive nor practice for teachers to inform the parents about irregularity in attendance of their children in the School. The members of the Management Committee of the school also very rarely discuss the enrolment position or try to develop ways and means to enroll the non-enrolled children. No special meetings of Management Committee are held for such purposes. So the position of enrolment and its improvement always remains undiscussed, except when any Inspecting Officer raises the point during his inspection.

3.05 Special incentive to children in the age-group 6+-10 is almost nil and only rarely provided in the existing system. Few cases have come to light, that free texts had been distributed sometimes past (1977) among the Scheduled Caste, Scheduled Tribes and Other Backward Classes pupils under a special Scheme. But its impact in the village schools appears to be insignificant, as no regular system for providing such incentive exists. Some Voluntary organisations, like Mahila Samiti Community Development Department, Social Welfare Organisation or local Society etc. sometimes organise mid-day feeding programme in the interior backward areas, but because of financial limitations, they cannot continue or expand it systematically. There is provision for awarding very limited number of Scholarship on the basis of their results in the Primary as well as Middle school leaving Examination. But the provision is quite insufficient compared to the existing children population in the State. Non-enrolled children are not awarded any incentive nor any attracting media exist so as to create a favourable climate to bring them to school (till the end of the Fifth Five Year Plan (1977-78))

3.06 The system of granting subsidies to village schools for building are not systematic and uniform. As the rural people are mostly economically backward they can at best offer their labour, but cannot share any expenditure. Often the expected share of expenditure from the community is not added to the subsidies granted by the Government, as a result of which school bu-

buildings in most places remain half done. Form record it is seen that there are as many as 3500 Primary and Middle schools functioning in the thatched delapidated huts (at the end of the Fifth Five Year Plan, 1977-78). It is not possible to construct such a large number of school buildings at a time. The perennial problems like flood, hailstorm, erosion and frequency of milder earth quakes in this region cause shorter longevity to the school buildings and lead to early destruction. The extremely humid climate in the State (and worse in hill areas) is also a hostile condition to the school buildings. The building grants are usually released to the Management Committee through the Head teacher of the School. On the basis of a completion Certificate issued by the Sub-Inspector of schools, (who is not a technical person), the full amount of the building grant is drawn by the Management Committee. This system appears to be adversely affecting proper utilisation of amount sanctioned. Good buildings and better physical facilities in schools do increase the attractive and retentive power of the schools. But the existing poor physical conditions of majority of village school buildings discourage regular attendances in general and specially during the rainy season. This always counteracts against Universalisation programme.

6.07 Not only the un-attractive building condition, but in-adequacy of other facilities in the schools like furniture, equipment and teaching aids etc. also discourage pupils and adversely affect their retention and attendance in school. There are large number village schools

functioning without a Black Board, a Map or a Globe. In most of the Primary schools in rural areas, children are not provided with Benches to sit on or to use a Desk. They use mats or gunnybags for sitting and reading and that too in damp Kaccha floor. This State of affairs not only demoralises the pupils psychologically, but also affects their health. These do counteract against universalisation programme. About actual state of class-room instruction less said, the better. Teaching in most of the interior area schools is extremely dull, un-interesting and often discouraging.

6.08 Due to dearth of quarter facilities for teachers in the rural areas, many teachers attend schools from their distant homes by bus or riding on by-cycle. It not only dissuades the teachers from keeping in touch with the local rural communities, but also make them inattentive, un-interested and irregular in teaching and attendance. The new challenge of education recognises the teacher as a part and parcel of the local communities, so that, he can take part in all social matters along with enrolment drive, retention of pupils and to bring back the drop-out pupils to school. These are essential aspects of Universalisation Programme.

6.09 It is found that at some places the old rates of contingencies @ Re.1.00 in Primary schools and Rs.3.00 in Middle school per teacher per month, for purchase of contingency materials like chalk, pencils, ink, blotting paper, white paper, duster and other regular and record keeping materials are still continuing. This amount is

indeed insufficient at the present market rate. On the other hand the revised rates @ Rs.3.00 and Rs. 5.00 (for Primary and Middle) are also not regularly released because of formal financial procedures after provincialisation of Elementary Education in Assam. This generally compels the teacher either to purchase the needed materials in cash from his own or restrict use of needed materials in teaching. It is quite evident that without chalk, pencil, duster, ink, papers etc. teaching cannot be made fruitful. Indirectly though, it has adverse effects on Universalisation programme.

6.10 The Primary and Middle schools are not properly inspected covering all necessary points of Universalisation programme. The Circle Inspecting Officers are more utilised in other non-academic and quasi-academic works and preparation of returns and reports and many other multifarious work etc. In the existing condition in the State as a whole the average number of Primary schools per Circle Sub-Inspector of schools is 98. The area he has to cover is also very large. Further, the communication system in rural areas is extremely bad. So, for successful inspection in the light of the Universalisation programme, he can neither increase frequency of visits nor can spare adequate time to offer fruitful suggestions to his teachers. Practically their inspection (traditional "visits") in schools does not help in Universalisation programme.

11 In general the teachers of Primary and Middle schools do not appear to be serious to the required extent, to implement and follow-up the few suggestions made

by the local Inspecting Officers in their inspection notes. As the Inspecting Officers can rarely visit all schools of his area or cannot visit a school more than once in a year (and they are being otherwise busy) they cannot remind the teachers also to follow-up and to analyse their achievements methodically. Further, the Circle Inspecting Officers cannot take direct disciplinary action against the defaulting teachers or to bring them fully under their control for various reasons. Moreover, the prevailing system of having similar Scales of Pay between the Sub-Inspector of schools and the Graduate teachers of Middle schools in the upper level on one hand and the Asstt. Sub-Inspector of schools and the Matric Junior Basic Trained teachers in the lower level on the other, seems to be adversely affecting control and management. The psychological complex on both sides can not be ignored in administration and for maintenance of proper discipline. So, under the existing system the teachers in general tend to pay less attention on the inspection reports. Even at places, the Inspection register appears not to have been opened by the teacher in between the gap periods of two subsequent inspections. This state of affairs affects the quality of education in the schools.

3.12 The Sub-Inspectors of schools are recruited (through a selection Committee) from High and Higher Secondary schools with minimum qualifications of B.A., B.T. or B.Sc., B.T. with a minimum teaching experience of 5 years. There is no provision for any special Pay for their difficult field work and other non-academic miscellaneous work or for possessing any higher qualification such as M.A. or M.Sc.

6.13 Sub-Inspectors and Assistant Sub-Inspectors of schools, posted in the interior rural areas are expected to keep close contact with the schools, the teachers and the communities of their areas. A high percentage of them cannot stay in their respective rural headquarters as they are not provided with necessary residential quarters. It is reported that a few residential quarters which were constructed in some areas decades ago are, due to want of repairment, now quite inconvenient for residential purpose. So most of the Inspecting Officers instead of staying in their headquarters have to reside in the rented houses at urban places. This definitely affects discipline and administration of Elementary Education and stands as a factor against the Universalisation programmes. As regards quarters for Deputy Inspector of schools, there is only one quarter at Jorhat (Jorhat Sub-division).

6.14 Under the existing system of education, the Annual Examinations are given much importance and are conceived as indexes to quality of education at all levels including Primary and Middle levels. The teachers have neither scope nor desire to judge the real abilities of pupils through periodical assessment. The existing drawbacks of Examination system too discourage many village school pupils, and they feel that their real abilities are not given due weightage in examination. This often lead to dropping out to a certain extent.

6.15 There is no scientific basis or provision of test in selection of candidate for appointment as teacher

teachers. The rural people expect the teacher to be amiable, sociable and responsible and always desire an attractive and enthusiastic personality in him. It is experienced that in some Village schools, the teachers do not like to mix-up with the local people. It is also reported that there are instances where teachers instead of taking initiative for enrolment drive, indirectly discourages his pupils with rude behaviour and undesirable expression. This adversely affects in enrolment rise as well as retention of enrolled pupils and thus in programmes of Universalisation.

6.16 In the present system, the Primary and Middle schools are not established by the Department. Schools are established by local people. It is found that while some are established as per need, the others come up as a result of competition or often of whims and Government with certain guided policy finally take over those venture schools. So, at the time of establishment of school by the Villagers, the Principle of necessary distance and required population gets little consideration. On public demand when a school is taken over, sometimes it goes against the principles of Educational planning, as a result of which some schools are over crowded and some schools get very low enrolment. The overcrowded school with limited number of teachers cannot offer proper coaching and on the other hand thinly enrolled single teacher school loses all attraction of children. Both the types of schools affect the programme of Universalisation.

6.17 The present five hour schooling system with heavy load of text books and subjects in both the Primary and Middle schools is very strenuous for ill-fed, ill-clad, poor rural children in the age group 6⁺-13. The pupils themselves do not want to continue in the present tedious situation of schools for hours together. The rural parents also find it difficult to ^{spare} their children to spend practically the whole day in school, which hampers them in getting necessary assistance in household duties from their children. This is also another factor which, indirectly though, goes against Universalisation.

6.18 There is no school complex system in this State covering Primary and Middle schools. There is no scope for face to face discussion on Elementary Education problems between the Primary school teachers and the Middle school teachers except the combined schools. There is therefore no scope for inter-communication of ideas or cross-benefits among teachers. It is reported that such situation begets misunderstanding in academics and sometimes it so happens that groups of teachers take part in inter group criticism rather than, self-criticism. It damages the educational climate to a great extent.

6.19 There is no co-ordinating functionaries at the village level between the teacher and the Gram Sevaka, village Headman, Mauzadar, Councillor etc. in respect of maintenance of educational co-thinking and undertaking of joint responsibilities in the area for increasing

enrolment and providing physical facilities in the school from the local resources. It came to light during our visit into the Block areas that some clever Headmasters took multiple benefits for their schools by way of receiving assistance of physical facilities from different sources (Block Authority, Panchayat Administration, Education Authority, local public etc. while some other schools remain totally un-attended by all agencies.

6.20 The information of Social Education Wing under the Director of Public Instruction, Assam says that there are 1,000 Non-formal Centres for the children in the age group 9-11 in the rural areas all over the State. It is found that the functionaries of non-formal system keeps no link with the formal educational institutions for finding out of drop out position from actual records so as to take their responsibilities for N.F. education. The text books and other teaching aids used for teaching in these Centres are reported to be no different from the formal ones. The non-formal atmosphere in these Centres is rarely observed. These Centres do not appear to have grown on the basis of concentration of drop outs from the formal schools in an area. It transpires that no non-formal Centre has been started till now under Elementary Education Directorate.

VI. B. BLOCK LEVEL

6.21 There is no Block level unit of administration in respect of Elementary Education under formal Sector. In each C.D. Block there is one Sub-Inspector of Schools for Social Education, who inspects and supervises the existing non-formal Centres for the children in the age group 9-11 in the Block area and performs other duties assigned to him by the District Social Education Officer (under the Director of Public Instruction, Assam). Though Non-formal education Centres for the age group 9-14 is a part of the Universalisation programme to cover up drop outs from formal schools, the responsibility on this part of Elementary Education, so far, lies with another set of officials who seem to be having no connection with the formal education system. This cannot be a congenial situation conducive to successful implementation of the Schemes of Universalisation of Elementary Education.

6.22 The area of existing Circle of a Sub-Inspector of Schools is smaller than the area of a Block. There are 131 C.D. Blocks and 219 Circles of Sub-Inspector of schools all over the State. The area of a Block is ^{generally} bigger than a Circle but/less than two Circles. Sometimes a Block may include a full Circle and smaller parts of one or more other Circles. In fact, there is no parity between the area covered by a Block, and a Circle. As civil administration, other Development Departments and Education will have to develop parallelly correlating and co-operating with each other, a required parity in

area is highly essential. It is ~~seen that the existing~~ Circle of each Sub-Inspector of schools which covers 98 Primary schools on the average, is too high a number and requires proper ^{mi}minisation at least with three full Circles in one complete Block with a ~~Block level organ-~~isation for proper implementation of Universalisation of Elementary Education Programme.

6.23 The public co-operation, which is received by the Education Authority is always indirect, as it is not lined up through any formal procedure. The existing Management Committee constituted in each Elementary school is the only source of ~~ob~~obtaining direct public contact with the authority. According to the existing procedure the school Management Committee has no executive authority to implement any Scheme; it can simply look after the building conditions and try to develop the building when any Govt. subsidy is received or public donations could be obtained as is the usual case in rural areas, In some areas with educationally conscious people like those in Dwarka Gajapara village in Gcalpara Sub-division, public with the guidance of school Management Committee take necessary steps for development of building from their own fund and labour and contribute their best for increasing enrolment and ^{retention}performing programmes.

VI.C. SUB-DIVISION LEVEL.

6.24 The existing Sub-divisional Education Officer, known with the nomenclature of Deputy Inspector of schools in all the 25 Educational Sub-divisions of Assam is responsible for administration of all Primary schools and partially responsible for Middle schools in both the rural and urban areas in the Sub-division. He is assisted by one or two Additional Deputy Inspectors of schools in the Sub-division though in the smaller Sub-divisions there is no Addl. Deputy Inspector of schools. Though the Circle Sub-Inspectors of schools are assigned particular areas with sub-headquarters within, the Sub-divisional office is the administrative headquarter for all field officers viz. Deputy Inspectors, Additional Deputy Inspectors, Sub-Inspectors and Assistant Sub-Inspectors of schools.

6.25 In the existing pattern, the Deputy Inspector of schools is in the overall charge of the educational Sub-division in respect of Primary and Middle schools, though otherwise in respect of Middle English schools he is to some extent dependent to the Inspector of schools, the District level Educational authority of High, Higher Secondary and Middle English schools. The Addl. Deputy Inspector of schools supervises only the Middle English schools and handles the establishment matters of those teachers but he is also dependent on the Inspector of schools. In the smaller Sub-division, where there is no Addl. Deputy Inspector of schools, the Deputy Inspector of schools is to shoulder the responsibility of Addl.

Deputy Inspector of schools also. The Sub-Inspector of schools supervises and controls the Primary and Middle Vernicular schools of his area for the Deputy Inspector of schools. He has no independent power and function in respect of control and administration. All necessary administrative matters are placed by him in the table of the Deputy Inspector of schools for action and disposal.

6.26 In the present set up, the Educational Sub-divisions have not been constituted in a co-terminous parity of the Civil Sub-divisions at all places in the State, and both the two types of administration do not run parallelly in such areas. Sometimes, when a Civil Sub-division grows for Civil administrative necessity, an Education Sub-division in the same area may not be grown simultaneously and vice-versa. There is no due correlation of the Block Administration and Mahkuma Parisd(in respect of rural areas) and Municipal authorities (in Urban areas), with the Sub-divisional authority of Education. It indicates that the programmes of educational development has not been correlated with programmes of other development Departments which frustrates the very spirit of all round development in an area. The Civil Administration, however, keeps close contact and takes needed help from Educational Administration only during public occasions as ⁱⁿIndependence Day, Republic Day, Teachers Day, Children's Day etc.

6.27 The Deputy Inspector of schools and the Additional Deputy Inspector of schools are highly busy Officers with all administrative and academic duties including matters relating to establishment/^{of} staff and other staff of the

of the whole Sub-division under them. After provincialisation of Elementary Education, their load of works has been increased manifold. The current average financial drawing and disbursing position is Rs. 1.08 Crores per year and Rs. 0.09 Crores per month in each Educational Sub-division under different heads. The drawing process under salary head now has to pass through all the complexities of Financial and treasury rules after transfer of establishment matter of teachers and other staff to Government system. The Sub-divisional authority of Education is to spend much time in dealing with various inquiries in relation to 1800 Primary school teachers and 800 Middle schools teachers on average. Besides these, the problems in respect of building and equipment grants, problems of Management Committees and public visits are some of the regular features in the offices of the Deputy Inspectors of schools. So, the Deputy Inspectors and Addl. Deputy Inspectors of schools cannot properly supervise schools as well as the works of their junior Inspecting staff in the Sub-division. The Sub-Inspectors and Asstt. Sub-Inspectors of schools are also equally busy Officers with multifarious problems of 98 Primary schools (on average) and of more than 200 teachers on average in each Circle. Their services are also frequently requisitioned for different other kinds of works like Census, election, public distribution etc. In collection of Annual returns and compilation at different stages, this set of junior Inspecting Officers are invariably engaged. The Sub-Inspectors and Assistant Sub-Inspectors of schools being the immediately available educational officers in the rural

and urban areas, they are often appointed to function as members or Secretaries of Management Committees of different Educational Institutions. Under the circumstances, proper inspection and supervision of Elementary schools cannot be expected in the current administrative pattern. As such their services could also not be effectively applied for Universalisation of Elementary Education in Assam. For performing so many types of miscellaneous non-academic and quasi-academic works, there is no special incentive of any kind to the sub-ordinate inspecting staff. In fact, we observed a sense of frustration and discontentment among some of the field Officers. Such feelings are injurious to the growth and development of education and hence for Universalisation of Elementary Education.

6.28 There is no planning machinery or separate wing for girls, Scheduled Castes and Scheduled Tribes education in the existing Sub-divisional set up of Educational administration. Only for Minority language schools, like Bodo, Garo, Karbi, Dimacha, Hmars, Maitei, Moripuri, Missing etc. few Sub-Inspectors of schools have been posted in different areas of Sub-divisions with large number of such schools.

6.29 As per circulated rules every Sub-Inspector and Asstt. Sub-Inspector of schools is to perform tour on duty at least 20 days a month. But all such tour days cannot be utilised for inspection of schools alone, as it is to perform other multifarious duties.

6.30 There is no up-to-date proforma of Inspection in modern lines nor any regular process of inservice training for the inspecting staff. As a result, the inspection

is performed practically as per their own choice and convention. Their inspection work is also not supervised by any superior Officer as a regular process, except onward transmitting the tour diaries of Sub-Inspectors of Schools to the Inspector of Schools by the Deputy Inspectors or Addl. Deputy Inspectors of Schools of the Sub-Division. The System appears peculiar. The District Inspector of Schools no longer has control on the Sub-Inspectors of School, but the tour diaries of Sub-Inspector of Schools are forwarded to the District Inspector of School. The salaries and T.A. of Sub-Inspector of Schools are drawn by the Deputy Inspector of Schools at Sub-Divisional level administration under Directorate of Elementary Education.

6.31 The Annual returns which are compiled at Sub-division-level, District-level and State-level by the Junior Inspecting Officers, simply covers the figures of existing enrolment, teachers and Schools as on 30th September every year. The percentages of drop out, non-attending and non-enrolled children in the age group 6-14 are not identified in the present method as followed in compilation of Annual returns.

6.32 There is no inservice training programme for teachers as an organised system either at Block or Sub-division or District level.

6.33 Though the proper position of untrained teachers in the sub-division is known to the sub-divisional authority, the quota for (deputing teachers to P.T.C's) each Sub-division is determined at the Directorate level through a policy guideline. Such fixed Sub-Divisional quota sometimes results in selection of

a junior teacher of one Sub-Division leaving a senior teacher of another Sub-division un-selected, which simply broadens the disparity between trained and un-trained teachers in different Sub-divisions. As the subordinate inspecting staff are not refreshed from time to time in the latest trends of Education, they often hesitate to guide and take part as resource persons to train-up the un-trained teachers. In respect of training of teachers, it is found that a teacher once deputed to undergo Junior Basic or Senior Basic or Normal Training and gets plucked in the Annual Examination, he/she is treated as un-trained teacher and as per existing rules, never deputed to undergo the training next time. The short course training under the N.C.E.R.T., S.I.E. and S.I.S.E., received by an untrained teacher is neither recognised nor gets any special incentive to qualify him as a trained teacher. As such the teachers do not feel interested for such short course training since it does not help him to get any recognition or financial benefit as in case of trained teachers.

6.34 The Deputy Inspector of Schools exercises some of his powers and functions as per advice of Sub-divisional Advisory Board for Elementary Education and there is dependent on the Sub-divisional Advisory Board which is a non-Govt. body constituted by the Government. The Board includes all public representatives in the Sub-division and other Educationists, including the Deputy Inspector of Schools. The Board takes decisions in matters of selection of candidate for teaching job, transfer of teachers and other allied matters. On the

other hand the Deputy Inspector of Schools, as the ex-Officio Secretary of the Board has to follow all the directive principle given by the Directorate and the Government. This system sometimes causes delay in appointment of teachers and in making their necessary transfer arrangements in the interest of public service. Sometimes the decision of the Advisory Committee may not be along the lines of departmental guidelines. It is reported that under such circumstances the Deputy Inspector of Schools as its Secretary cannot take immediate administrative actions even on urgent matters. It is also seen that in matters of selection of teachers, the academic attainments are given preference without assessment of qualities needed for teacher. In the existing procedure, Matriculation or equivalent qualification is the minimum essential academic qualification for entrance as teacher in Primary School. In the hill Districts the Deputy Inspector of Schools has nothing to do in matters of transfer or appointment of teachers. They are the employees under the Hills District Councils.

6.35 After provincialisation of Elementary Education on 5-9-75, the teachers and employees of the erstwhile Elementary Education Board as well as the teachers and employees of Aided Middle Schools became State Govt. employees. Since that date the Contributory Provident Fund system has been discontinued. It is reported that the teachers who retired before 5-9-75, prior provincialisation, were allowed to draw their Contributory Provident Fund deposits. But for the teachers who are continuing their service, no final decis-

ion has yet been taken in this matter. It is learnt that lots of matters relating to the services, leave, pension, provident fund benefit and other establishment matters are still pending decision. It is apprehended that such a situation may breed or have already bred discontentment in minds of the teachers which will mar their enthusiasm and hence effect the Universalisation programme adversely. Discussion with teachers indicate that they are quite worried about their future^S security.

6.36 The promotional prospect of the Sub-Inspectors of Schools is very limited. It has come to light that there are some such Officers, who have been working in the same post for long 18/19 years without promotion. It is also found that existing Sub-Inspectors, some of whom have already been promoted as Addl. Deputy Inspectors of Schools are yet to be confirmed in the Inspecting line. In case of Asstt. S-sub-Inspector of Schools, who are not graduates, will probably have to retire in the same post. The scope of promotion of Primary and Middle School teachers is either nil or very limited. This position is discouraging to the incumbents and leads them to work rather mechanically than with enthusiasm. This do stand as one of the factors against progress of Elementary Education.

6.37 The expected Co-ordination and Co-operation of Sub-divisional Education authority with other developmental Departments is very limited and that too not duly channelised. Some times it is sporadically found that the Mahila Samiti or the Community development Department or Social Welfare Department etc. make arrangement for mid-day feeding to children in interior areas

arrears at their own efforts. These are only occasional and such programmes are never brought to the notice of the Sub-divisional Education authority. The Community Development Department and the Panchayat organisation also occasionally supply Black Board, Furniture etc. to the rural Schools, but without the formal knowledge of the Deputy Inspector of Schools as reported. The Deputy Inspector of Schools being an ex-Officio member of the standing Committee for Education of the Mahkuma Parishad is invited to their discussion on Educational matters.

6.37 As there is no non-formal Centre with the Elementary Education Administration, the Sub-divisional Elementary Education authority does not bother for the existing Centres being run in the Sub-division. These are managed by the District Social Education Officer in the District level, and Sub-Inspectors of Schools for Social Education in the Block levels.

VI. DISTRICT LEVEL

6.39 There is no District level administration under Directorate of Elementary Education. The existing set of District level Education Officer, known with the nomenclature of Inspector of Schools (one in each of the ten District of Assam) is responsible for High, Higher Secondary and Middle English Schools. He is assisted by one or two Assistant Inspectors of Schools for General Education and one Assistant Inspector of Schools for Girls Education. This setup of District level Administration of Education exists under the Directorate of Public Instruction, Assam and possesses no direct or formal administrative link with the Directorate of Elementary Education, Assam. But, however, in matters of taking decision for certain disbursement of grants and approval on appointment of teachers in Middle English Schools, the Deputy Inspector of Schools of the Sub-divisions is depended on the District Inspector of Schools. The District level administration is absolutely free from all responsibilities in respect of Primary and Middle Vernacular Schools for the children in the age group 6-13 (in Assam).

6.40 It is seen that the District Inspectors of Schools is also a very busy Officer with large number of High and Higher Secondary Schools as well as Middle English Schools under him in the entire District. He has very few Officers to assist him in his administrative, financial and supervision work. In addition, the Inspectorate is also involved in multifarious quasi and non-academic work. It appears will hardly have any spare time to engage himself to help to help in the

of various activities/Universalisation programmes even if he is given some role to play in this regard. Further, he will have neither resources nor personnel to be involved in the programme.

6.41 It is observed that existing arrangement for handling Elementary Education covering age group 6-13 is neither systematic nor Scientific from administrative point of view. It appears, the arrangement is antithetic not only in respect of power and functions involving the Elementary level administration but also on over all running of Education in this State. Some of the significant points are noted below :-

(A). In the existing system, Primary level of Education for age group 6-10 which is the vital stage of Universalisation of Elementary Education is not handled at District level. The interim report of working group for Universalisation of Elementary Education has suggested taking the District level as the main hub of Administration. At present there is no District unit of Administration for Elementary Education. The existing District Inspectorate has nothing to do with Primary Education in the District.

(B). The Middle level Education is run through 3 different types of Schools, viz. Middle Vernacular Schools, Middle English Schools (Class I-VIII) and the Middle section of High Schools. Through the curriculum and the syllabus are the same they are being controlled by two different administrative authorities viz. Middle English Schools by the District Inspectorate of Schools under the Directorate of Public Instruction, Assam and the Middle Vernacular Schools by the Directorate of Elementary

Education, Assam.

(C) The Middle section (for the age group 10-13) of High and Higher Secondary Schools, which is also a part of Elementary Education is controlled and locked into by the District Inspectorate of Schools.

(D) If a common structure of 5 year Primary stage in age group 6-11 is considered (as in most states of India), the children of the age group 10-11, who are now enrolled in Class V of Middle English, High and Higher Secondary Schools, are disconnected from the control and administration of Elementary Education authority. These are under the jurisdiction of District level authority in the present system.

(E) Similarly, at the Middle stage (above structure continued) the children of the age group 13-14 who are now enrolled in class VIII of High and Higher Secondary Schools in Assam are also left out of the Elementary Education administration and treated as a part of enrolment of High and Higher Secondary Schools under District level authority.

(F) In the two Hill District of Assam the District Councils manage and control the Educational system of Primary Schools for the age group 6-10, and they are not linked up in any way with the administrative system under the Directorate of Elementary Education, Assam.

(G) The most significant point is that a part of the Middle level Education (hence Elementary Education) in the District is controlled and managed by the existing District Level authority of Education, under the Directorate of Public Instruction, and in no way re-

sponsible to the Directorate of Elementary Education. As stated already there is no District level authority, specifically meant for Elementary Education in Assam, so as to decide plans and programmes and the strategies to be adopted for increasing enrolment, retention of enrolled children and qualitative improvement of Elementary Education at District levels in the state.

6.42 As regards discipline in sub-divisional Education Offices, it is observed that office discipline is better maintained in such offices which are located at the District Headquarters where there exists the Office of the District Inspector of Schools, though the District Inspector of Schools does not have (under present system) any direct control on the Deputy Inspectorate, yet it has a disciplinary impact, probably as a traditional effect, on the sub-divisional Education Office (under D.I. of Schools).

6.43 In the existing panchayat system in Assam there is no Zila Parishad to take part in the efforts of Universalisation of Elementary Education at the District level. Neither proper Co-ordination exists nor Co-Operation from other authorities and organisations in the District level is sought or received for creating an inspiring climate for Universalisation of Elementary Education among the masses.

6-44 As mentioned earlier the existing non-formal Centres in the age 9-11 are maintained and controlled by the District Social Education Office in the District. In each C.D. Block in the District, one sub-Inspector of Schools for Social Education supervises the Centres for the District Officer. There is no

proper link between formal and non-formal system, at the District level also.

VI. E. REGIONAL LEVEL

6.45 The State of Assam has been divided into three regions, viz. Upper Assam, Lower Assam and Hill areas under three Commissioners of Civil Administration. Except the Joint Director of Public Instruction for Hills (who has been posted at Halflong to look into all categories of Educational Institutions from Primary onward to College in the two Hill Districts), there is no Regional level authority of Educational administration in Assam. The Joint Director of Public Instruction for Hills works as the first linking agent between the Inspectors of Schools within his area and the Director of Public Instruction Assam, and as the second linking agent between the Development Commissioner of Hills and the Directorate of Public Instruction in respect of Education. He is free of any formal obligation from the Director of Elementary Education, Assam, as under the present set-up no Elementary School of Hills concerns the Directorate of Elementary Education, Assam.

6-46 The Joint Director of Public Instruction (Hills) prepares and submits his five years and Annual Plans and Annual budgets directly to the Director of Public Instruction, Assam with necessary approval from the Development Commissioner of Hills. As a result, the State Government instead of receiving a full fledged State Plan of Elementary Education from the Directorate gets two separate plans viz. one for plain areas from the Directorate of Elementary Education, Assam

and the other for Hills areas from the Directorate of Public Instruction, Assam. It does not affect much in preparation of budget etc. within the State system, but the Ministry of Education, Government of India, New Delhi and the Planning Commission, Government of India, New Delhi always require a full-fledged unified State Plan for discussion and final action on it. For urgent submission of such unified State Plan to the Government of India, the Directorate of Elementary Education ultimately is to prepare a full-fledged plan hurriedly, combining the two Plans and without any representative from hills who originally prepared the Elementary Education Plan for Hill areas. This system loses much of the realistic qualities of the state plan.

6-47 It is already indicated that the Elementary Schools of Hill Districts do not concern the Directorate of Elementary Education, Assam. But the Director of Elementary Education, Assam, submits proposals to the State Government for posting and promotion of Deputy Inspectors of Schools and takes necessary action for recruitment and transfer of Circle Sub-Inspectors of Schools of Hill areas as per guided policy. The District Council authorities also have their own set of Sub-Inspectors of Schools for Inspection etc. of the Primary Schools in the Hill Districts, in addition to the field Officers posted by the Director, Elementary, Education,

6-48 An independent Directorate of Elementary Education was set-up in July, 1977, in Assam, with its Headquarter at Kahilipara, Gauhati. The Control and administration of Primary Schools and Middle Vern-

cular Schools of eight Plain District of Assam has been vested upon it. The services of all Sub-divisional Educational Officers (Deputy Inspectors of Schools) and other subordinate Inspecting Officers (Sub-Inspectors and Assistant Sub-Inspectors of Schools) all over the State including two Hill Districts have been placed under this Directorate. All Junior B-basic Training Centres (22), which train up the Primary School teachers and all Normal Training Schools (7), which train up the Middle School teachers have also been brought under the Directorate, including the B-basic Training College at Titabar (which also trains up Middle School teachers) Out of the two Research and Training Institutions, in the area of Elementary Education, viz. the State Institute of Education, Jorhat and the State Institute of Science Education, Gauhati, the latter has been placed under the Directorate of Elementary Education.

6-49 Virtually, the erstwhile State Board for Elementary Education was converted to the Directorate of Elementary Education, Assam without any increase of its strength. In fact, it began with added accumulated load of works and assignments relating to the new challenges for Universalisation of Elementary Education in Assam. Besides the Director of Elementary Education (whose status is equivalent to the Additional Director of Public Instruction) one Joint Director and one Deputy Director in higher and medium level ranks help him in performing the functions of the Directorate. In the lower rank, one Inspector of Training, one Finance and Accounts Officer and one Accounts Officer have been entrusted with their specific functions and duties.

Other two Officers in the Lower level, one Assistant Inspector of Schools and one Research Officer for Basic Education have been borrowed from other cadres for performing responsibilities of Examination and Planning and Development respectively. The present skeleton Office Staff with one Registrar, two Superintendents, ten Upper Division Assistants, twenty Lower Division Assistants, four Typists, one Stenographer and three Inspecting Auditors is quite in-adequate for the Directorate.

6-50 It is found that the higher and the medium rank Officers referred above, who are at the helm of Elementary Administration, have not had any Administrative training (O & M training) or professional training (pedagogic), prior to their placement in Administration of Education. The Officers were initially drawn to Educational Administration (School-level) from the teaching staff of a leading Government science College located at Gauhati and entered Administration either as a District Inspector of Schools in a District or a Deputy Director of Public Instruction in the general Directorate of Education. Therefore, as teacher of general content subject at College level, obviously, have had no scope to acquire any professional qualification or training in administration. This appears to be a grave defect of the system and it does have adverse affect on academics at various levels of schools / administration. This, in fact, is felt to be an important contributory factor for the current state of chaos and confusion in School level academic affairs in this State. It is obvious that some fundamental

pedagogic training enabling the future Educational Administrators (to acquire Basic ideas relating to principles of Education, teaching methodology and modern techniques, Class-Room dynamics, Child-Psychology, School Administration etc. as well as to keep themselves abreast of the latest trends in Education,) is essential for taking proper care of and to give right directions to the total current of Elementary Education in the State. This will also enable the administrators to appreciate and realise the importance of maintaining proper balance between quantitative and qualitative aspects of Education.

Further, it is not understood why the minimum qualification for an Asstt. Inspector of Schools is prescribed as M.A. B.T/MSc, B.T., whereas the same for an Inspector of Schools, Deputy D.P.I., and higher Officers is simply masters Degree in any content subject. This appears to be peculiar and antithetic. In this connection, the recommendations of Secondary Education Commission (52/53) popularly known as Mudaliar Commission may be referred to (section 2 of Chapter XIII). The N.S.C, New Delhi Publication entitled " EDUCATIONAL ADMINISTRATION IN ASSAM (1978)" deals in details of the personal Administration in Assam's Education. It is found that the lower level Officers of the Directorate are however, professionally trained personnel.

6-51 There is neither Statistical, Survey and Manpower Research Unit, nor Planning, Evaluation and Monitoring wing in the Directorate of Elementary Edu-

cation. There is no scope for proper survey and collection of data in respect of Girls, Scheduled Castes, Scheduled Tribes and other Weaker sections of the population, to find out and analyse their position and progress and other achievements in the field. With the present skeleton staff strength, the Directorate independently prepared and submitted the Annual Plans for 1978-79 and 1979-80 and Five Year Plan for 1978-83 for the first time and without any essential Planning machineries. Prior to that, all previous Annual and Five Year Plans were prepared and submitted by the Planning Cell existing under the Director of Public Instruction, Assam. The Statistical data for Planning purpose (Elementary) are collected from the Sub-division level Offices, and necessarily from the statistical Cell, Under the Directorate of Public Instruction, Assam, without however any critical analysis at any level. There is no procedure till now, to prepare District, Sub-division and Block and Village level Plans. There is no proper directives flowing from the Directorate level to the lower levels about strategies to be adopted for increasing the enrolment, retention and the qualitative improvement of Elementary Education. It shows that the developmental system and activities for future Planning is centralised with the meagre staff in the Directorate and that too very un-scientifically. In fact, the Directorate only records the symptoms of the quantitative expansion of Elementary Education in eight Plain Districts of Assam, but their analysis, which is much vital for proper diagnosis of the problems is not done. The Directorate also deals with policy matters relating to Elementary

Education and Submits necessary proposals to the State Government.

6.52 Financial and establishment matters relating to more than 50,000 employees entail really heavy burden to this small Directorate. The Annual budget under the Plan and Non-Plan heads is not less than Rs. 27.00 Crores every year, for which the Directorate requires to submit proposals from time to time to the State Government and convey sanction to the lower level authorities. The matters of appointment, posting and transfer of Circle Sub-Inspectors of Schools are dealt by the Directorate and submits proposals to the State Government for promotion to the Gazetted rank as well as their posting and transfer.

6.53 Out of the total number of 21,559 Primary and 3816 Middle Schools in the State during the end of 5th Five Year Plan, (1977-78) the Directorate of Elementary Education is responsible for 20,402 Primary and 950 Middle (Middle Vernacular) Schools. The rest 1157 Primary Schools are under the two Hill District Councils and 2866 Middle Schools are under the Director of Public Instruction, Assam. Besides these Middle Schools, the Director of Public Instruction, Assam controls all the Middle sections of High and Higher Secondary Schools. It shows that though the programme of Universalisation of Elementary Education (for the children in the age-group 6-14), is not the responsibility on the part of the Directorate of Public Instruction, Assam, after creation of the Directorate of Elementary Education, yet a part of Elementary Education is still under the control of the Directorate of Public Instruction,

6.54 There are 1,000 Non-Formal Centres for the children in the age group 9-11 all over the State. All such Non-formal Centres are controlled by State Social Education Officer under the Director of Public Instruction, Assam and have no connection with the Directorate of Elementary Education in any respect including their Planning, budgeting and management. One Deputy Director of Public Instruction under the Directorate of Public Instruction now deals with the matters, as the Officer in-charge in place of the State Social Education Officer.

6.55 There are 25 Deputy Inspector of Schools, 18 Additional Deputy Inspectors of Schools 219 Sub-Inspectors of Schools and 63 Assistant Sub-Inspector-s of Schools in the State under the Directorate of Elementary Education, Assam. These include the 3 Deputy Inspectors and other Sub-Inspectors of Schools and Assistant Sub-Inspectors of Schools working in the two Hills Districts. There are 2 Additional Deputy Inspectorsof Schools in each of Gauhati and Nowgong Sub-division. There are 9 Sub-divisions where no Additional Deputy Inspector of Schools are posted viz. Majuli, Rangiya, Pinsukia, Morigaon, Dhemaji and Hailakandi in Plains areas and Diphu, Hamren and Hailong in Hills Sub-divisions.

It is reported that recently a new Educational Sub-division (Chapakhowa) in the District of Dibrugarh has been created which is yet to be functioning effectively.

6.56 It is observed that the machinery in the Directorate strictly follow a procedure oriented

system of Administration rather than Result-oriented system. The functioning of the various personnel of all ranks and status in the Directorate was observed. The pattern and progress of activities in each section of the Elementary Directorate was also observed. It was felt that the procedural formalities always predominated over the the purpose or objective of the particular item of action. It was also observed that some rules or clauses or formal principles were interpreted in different ways by different personnel. The inherent philosophy that the rules and procedures were meant for convenience and for expediting and streamlining action, appears, hardly realised at any level in the Directorate. It could be understood that the lapses and delays in disposal are actually rooted in a host of causes, some of which are imbibed from the traditions of the administrative pattern of the past. It is difficult to identify the points at which the PROCESS and the points at which the PERSONNEL are responsible for delay or lapses in disposal. But the fact stands that both process as well as personnel are responsible for all the maladies in Educational Administration and it is possible to locate responsibilities of each aspect through case studies in the problem areas. That would make a very interesting and valuable study. There are reports of unnecessary delay in submission of proposals to Govt. and also of missing letters and unattended correspondences, which, however, were not investigated in details in this study. It is true that the Directorate is really in acute shortage of staff.

6.57 It was felt that functioning of each Cell or Unit of the Directorate needed reorganisation, and methodical set-up to impart a Scientific streamlining/line of functioning, In this connection we may refer for instance, to the "Report on the working of the Issue Cell of the Office of the D.P.I., Assam" conducted by a study team under the programme for project work undertaken as a part of the "O & M and work study training" imparted by the faculty members of the Institute of Secretariate Training & Management, New Delhi, (at Dispur from 2.5.79 to 10.5.79). The working group studied the issue cell of D.P.I.'s Office and revealed a surprising fact. They found that each letter received or issued cost the Govt. 28 paisa during the month of March (1979) but about 93 paisa during the lean months. The average cost per letter received or issued comes to about 40 paisa. The group has recommended measures to minimise the cost by avoiding duplicacies and details and simplification of procedures.

6.58 It is also seen that very often the Officers appear to be more dependent on desk assistants for taking decisions on Administrative matters where as the event should have been the other way round. The system of keeping records are not scientific. For all important informations the Directorate is fully dependent on the Sub-divisional Officers. It is also seen that if a certain desk assistant is absent or is on leave, practically all work usually performed by him temporarily ceases to continue. There is no alternative arrangement for continuous disposal of matters. It also appears that at present there is no clear cut division of work or proper distribution of workload among the Officers. The strength of Officers, no doubt, are very few compared to the

Volume of work of the Directorate. Actually, decentralisation of duties and responsibilities at the Directorate level should stand as examples for Administrative decentralisation at lower levels.

6.59 While observing functioning at the Directorate level, we saw the difficulties faced by the Officers in disposing cases and problems in files due to heavy pressure of visitors. We also found visitors seeking audience with these Higher level Officers at any time of the day. This state of affairs entails delay in disposal of official matters.

It may be remarked here that the State of functioning of the Directorate itself constitute a subject of complete study if all constituent aspects of its Administration are to be covered and which is not possible in this report.

6.60 Most important lacuna in the system of Education is that there is no machinery in the Elementary Directorate to look into the academic aspects of Elementary Education. Worse still, there is no S.C.E.R.T. in Assam nor the Elementary Directorate has any Cell in it to keep the Directorate abreast of the position of academic running in the State. The S.I.E. is located 300 K.Ms. away. The S.I.S.E.Gauhati is under Elementary Directorate. The recently created E.T.Cell is also functioning under the Directorate (Elementary Education).

6.61 The Directorate of Elementary Education does not have a Library with relevant references or brochures, Publications etc. relating to Education in general and Elementary Education in particular.

Innumerable materials such as Acts, references, circulars as well as general brochures, Pamphlets, study reports (both academic and Administrative) all relating to Elementary Education are available, flowing from so many National and International agencies. These and Directorate's own records Act, Rules and procedures etc. and references do constitute adequate materials for a good Departmental Library. There is no Data Cell in the Directorate where all consolidated up-to-date figures could be available immediately.

6.62 It came to light during our observation that there is no system of regular combined meet of the Officers of the Directorate. This is necessary for healthy Administration, exchange of ideas and to remove or reconcile misunderstanding or confusion relating to any policy matter, decision, strategy or for sorting out solutions to problems of Educational Administration. Such a system of regular combined Meeting increases efficiency of Administration, establishes a Harmonious and Uniform trend in line of action, expedites disposal and what is more, creates a spirit of team-work.

6.63 It may not be out of place to mention here that the activities and teachings of Bharat Scouts & Guides have proved to be of great benefit to the pupils specially in respect of mental and Physical Health, Moral Education, patriotism as well as inculcation of Discipline in its true sense. There is provision for enrolling as "CUBS" & "BULBULS" among primary School attending Boys & Girls. This movement, though indirectly, helps in attracting & retaining pupils in Schools and also in reducing dropout

rates and thus in Universalisation programme. But as it appears, the activities are confined to urban areas and there has not been proper encouragement from and coordination between the Elementary Education Machinery and the B.S & G authorities. It would have been of great benefit if at least the Uniforms could be provided to the "CUBS" & "BULBULS" from Govt. funds.

VI.G. STATE LEVEL.

6.64 The Secretary to the Government of Assam, Education Department, Dispur, Gauhati is the Head of the Education Department at the Secretariat level of the State Government. The Secretary is associated by the Joint Secretary, the other I.A.S. personnel, and assisted by three Deputy and two Under Secretaries and one Financial Advisor.

6.65 The position of Elementary Education in the State is communicated to the State Government by the two Directorates in respect of the concerned aspects of Elementary Education. The policies and programmes of the State Government on Elementary Education are implemented by the Directorate of Elementary Education and Directorate of Public Instruction, in the concerned sections of Elementary Education under their control.

6.66 There is no separate Cell in the Secretariat for Elementary Education. The existing channel of Administrative Machinery now dealing with the Elementary Education at the Secretariat level is inadequate to cope with the Volume of work of all related matters including monitoring and evaluation of various programmes

for Universalisation of Elementary Education in the State and to keep track of the progress at different stages. In-adequacy in strength of desk assistants and other office staff was observed to be insufficient.

6.67 The State Government issues orders and financial sanctions on the proposals submitted by the Directorate levels and direct them to implement the Schemes. In matters of financial sanction, Education Department, is dependent on the Finance and Planning and Development Departments for concurrence and approval. It appears that the financial concurrence from the Finance and approval from the Planning and Development Departments usually takes time and such delays sometimes adversely affect Educational functioning in the State. It is seen that often proposals are not submitted by Directorate in time so as to give the Secretariate enough time to process and issue sanctions. The causes of delays in clearance at different levels appears to be due to the complex procedural formalities and for meeting various queries at Departmental levels. The delay in receiving sanctions in time may create much inconvenience at the field level and as such, may affect smooth implementation of Universalisation programme as well/^{as} other time-bound schemes.

6.68 It was observed that during the decade, there has been very rapid increase in workload at the Secretariate level due to increase in number of institutions of all types due to quantitative expansion from Preprimary to University level, establishment of new Directorates and other units, substantial increase in Budget, growth of Developmental work as well as Planning, Finances etc. At present the Education Secretariate is functioning

with the 8 Officers mentioned at para 6.64 above. With this strength, the State level Administrative Machinery has to deal with all matters relating to Administration of Education within the State as well as matters relating to the Ministry of Education, 6th Schedule Districts, other States and National & International Agencies etc. For convenience of functioning and for better supervision and control the Department was trifurcated into three components viz Education (Academic), Education (Development) and Education (C.T.M). Necessary allocations of work were made to these Branches, each under charge of one Supdt. with separate complement of Office staff. The Officers were also allocated specific responsibilities, relating to the items or subjects of work of different branches. These works include subjects, such as, matters relating to Elementary Education, Pre-Primary, Social Education, Basic Education, Sanskrit/Madrassa/Hindi Education and also the relevant Acts, Service Rules, Service Associations, Disciplinary proceedings, Assam Education Service, (teaching inspection and Administration), matters relating to ME/M V/ Secondary & Higher Secondary Education, Colleges & Universities, U.G.C. UNICEF projects, Scholarships, General Educational Policy matters and Acts, D.P.I. & D.E. Establishment matters, management of Cadre, leave & pension, Assam School services, Distribution of papers (concessional rates), NCERT/C.B.E./SCERTs/SIE/SISE/ETC/BT Collages, Basic Training Centres, Normal Schools, Text Book Corporation, SEBA, matters relating to Linguistic Minorities, Physical Education, Technical Education (Engineering Collages, Technical Schools, Polytechnics etc), Establishment matters of DTE, all matters relating to Directorate of

Cultural Affairs, Directorate of Historical and Antiquarian studies, Directorate of Archeology & Museum, Central and other District level Libraries, Art & Music, Directorate of Sports & Youth welfare, Publication Board, Recently taken up programmes of Universalisation and Adult Education, Vigyan Manir, Vocationalisation, Joint Directorate of Education Hills etc. In addition, there are the matters relating to Public Accounts Committee Estimates Committee and Finance Commission, Audit Objections, Court cases, L.O.C., NCC, Flying Club etc. as well as disposal of Assembly questions. The subject of overall supervision and control of the branches within the Department need no mention. There are many other subjects that comes up from time to time such as matters related with Finance Department, Planning & Development Department, Personnel Department and other Departments. Some occasional items of work such as matters connected with Literary pension, Publication grants, Sahitya Sabha, matters relating to different Teachers' Associations etc also have to be dealt by this Department. Summarily, the work Education Department has expanded manifold.

Under the circumstances stated above, it must be admitted that the strength of Officers and Ministerial Staff is really inadequate to cope with such unprecedented volume of work in the Education Department. Obviously it will not be possible to spare a section of the existing Machinery of the Education Secretariat solely for Managing Elementary Education specially in relating to Universalisation programme unless Additional Officers are posted with requisite Office Staff. On a general view, we are of the opinion that the Education

Department needs to be raised in status with more Officers making it commensurate to the volume and variety of work OR alternatively to provide with at least one Additional Secretary and two more Deputy Secretaries with adequate complement of Office Staff.

VI.H. QUALITY EDUCATION.

6.69 The qualitative aspects of Elementary Education has always been a neglected and unattended area in Educational Administration in Assam. The academics in this State has been in chaos & confusion since long back. The present reporter is probably the lone individual who has always been trying since many Years to impress this point to the authorities. The state of affairs in Academics has reached critical stage currently. Lack of coordination in the existing Pedagogic organisations in the State and absence of any Academic care-taker unit at the Directorate level or an Apex coordinating agency in respect of Academics are primarily responsible for the current state of chaos in School Pedagogics. These aspects have been dealt in details in two of the Research papers by Dr. R.C. Das, the present reporter i.e. " A Rethinking on Integration of Academic Activities in Assam " (SIE Publication No. 94)) and " An Academic Infrastructure for Quality Education in Assam." (SEE Publication No. 98).

In fact, in absence of any Academic wing at the Directorate level, it is urgently necessary to create an Apex Academic Organisation OR State Council of Educational Research & Training to streamline,

coordinate and integrate the Academic running as well as improve the qualitative aspects of Elementary Education in the State. Such a Central Agency should deal with all stages of School Academics rather than the Elementary level alone. Education is a continuous and inter-related process and the stages of Education should not, pedagogically speaking, be conceived as water tight segments.

Now, we have in Assam, a good number of organisations, Govt. as well as autonomous, working on the qualitative aspects of School Education (Ref. SIE Publication No. 94) Each of these Academic agencies works in their own line of activities for the ultimate benefit of the same student generations of the State. But, while doing so ; there is possibility of occurring duplications, overlapping or even clash in ideas & Education efforts. This is a dangerous situation. In fact, there has been such cases of duplications of efforts, misunderstanding & confusion in ideas in certain areas of Academics. Such confusion arising due to lack of coordination among the Academic agencies/organisations and hence in pedagogic practices, often results in dissemination of contradictory ideas in Academic processes. An apex Academic organisation is, therefore, necessary to function as the central coordinating agency in the State, at the State Head-quarter, to coordinate the pedagogic programmes & activities of all the allied Academic bodies of the State so that it become possible to follow a common goal of Academic pursuit keeping in view the State policy on Education. Such an effort will remove or minimise the disharmonious trends that currently exist. In fact, in Assam, there are more than 18 varieties of Academic

agencies, working in their own way, on different qualitative aspects of School Academics. There is no scope of coordination nor is there any central coordinating Academic agency at the State level for the purpose. Hence the possibility of the situation described above. The SCERT will, as one of its various functions, serve this purpose of coordination.

This is urgent and important because all the functionaries in Education i.e. Academic agencies, administrative machineries as well as the Society at large are working for good Education of the same set of School goers and if there is no coordination or communication among all these involved agencies, it will be like many mothers feeding the same child but without knowledge of each other doing the same thing. The consequence that the child will suffer can be well imagined.

There are various reasons which has lead to the unharmonious trend in the area of quality Education in this State, some of which are mentioned below :-

(a) The Department and Directorates of Education are to remain fully occupied with the enormously increasing load of administrative work relating to administration of Education in the entire State. Further, the evergrowing and emerging new ideas in Education are constantly adding new dimensions to Educational administration and have increased the work-load of the administrators manifold. To add to these, recent administrative preparations in connections with the two massive programmes of Universalisation of Elementary Education and Adult Education have greatly raised the load of work on the Administrative machinery. Moreover, expansion of Education in all aspects have incredibly

increased the number of problems to be solved and the Administrators have to keep busy solving numerous problems of growing complexity.

Under such circumstances it is not possible for the Administrators/executive Officers to spare adequate time to take proper care of the academic affairs.

(b) The Administrative machinery does ^{not} possess the academic expertise ~~with~~ required level of experience that may be needed to examine all proposals that are purely of pedagogic nature, for taking necessary administrative decisions.

In this connection, it may be stated that in this state three UNICEF-aided Projects i.e. Project 1 (S.E.P.), Project 283 (curriculum Renewal & Community participation in Education) and Project 5 (CAPE) are running, where a number of Academic organisations are involved. There is no separate Central Unit at the Directorate to keep track of these projects or to pursue their progress or for continuous appraisal & solution of problems arising out of their implementation.

(c) The State needs a central clearing-house for all types of academic informations including all varieties of Educational Statistics so that any information (State level or details) needed by other States, National & International agencies etc. as well as the Public in general could be made readily available. It will function ^{academic monitoring} as the centre in respect of Unversalisation programme.

(d) Further it is necessary to coordinate the functioning of all types of academic Institutions so that an integrated and harmonious Academic trend prevails in the State. Because Education as a process is meant for all the

children of the State and a common academic goal & procedure will have to be applicable to the entire State. This, however, would not mean hindrance in permitting local variations that are educationally sound.

THE STUDY OF ADMINISTRATION OF ELEMENTARY
EDUCATION IN RELATION TO THE PROGRAMME OF
UNIVERSALISATION

A S S A M

C H A P T E R V I I

 R E C O M M E N D A T I O N S

CHAPTER - VII

R E C O M M E N D A T I O N S

7.01 On the basis of the findings detailed in Chapter VI, tentative recommendations, point-wise, are made below, with alternative suggestions whenever possible.

VII.A. VILLAGE LEVEL

7.02 Regular Annual Census of the children in the age group 6-14 should be taken in each village. The additional Block level Elementary Education Officer, proposed here in para 7.20.1, who will get it done with the help of the teachers of Elementary Schools working or residing in or familiar with the Village under Census. In this work the teachers will take necessary help of the village Headman, School Managing Committee and Gram Panchayat authorities etc. In case of Schoolless Villages, the teachers of the neighbouring Elementary Schools will do the job as a joint venture taking help of the Village Leaders and Gram Panchayat. The proposed Block Elementary Education Officer will be in over all charge of the Census taking work in the Block, who will properly analyse and check & compare the Census figures. These Census records should be maintained at the Village School as well as ^{by} the Block Elementary Education Officer. These figures should be available for Educational Planning at Block, Sub-division, District as well as Directorate level.

7.03 There should be distinct Directive from the Department making it obligatory for the Village School teachers to achieve the enrolment target fixed for the School by the proposed Block Elementary Education Officer

on the basis of Census data. They should be instructed to contact parents of dropouts and non-attending children and to persuade the parents to send their children to Schools. There should exist formal procedure of awarding certificates of appreciation from the Department to such teachers, who make remarkable efforts in this respect and also on the basis of achievements of success in bringing back the dropouts and non-attending children to School.

7.04.1 In addition to directives to teacher as referred at para 7.03, there should be similar direction to the various Developmental agencies working at Village level from the concerned Departments, to help the teachers in their efforts to increase enrolment and to bring back dropouts and truants to Schools. Similar "appeal" should be issued to these ^{and} other Voluntary agencies/organisations working in the Village by the Department of Education requesting their help and Co-operation to the teachers in this effort. The Managing Committees should also be entrusted with the responsibility of making deliberate efforts for increasing enrolment in Schools.

7.04.2 By formal rules it should be made obligatory for the Managing Committees to discuss enrolment position of the School and result of such discussions noted in the proceedings. The Head teacher should communicate the important suggestions of the Managing Committee in respect of improving enrolment etc. to the Block level Elementary Education Officer. The Managing Committee also should make efforts to secure cooperation of other agencies for increasing enrolment.

7.05 A definite, procedure for awarding incentives

to the poor and needy children should be devised. It should be considered as a major item in Planning and in deciding allocations and definite provisions should be made for incentive programmes such as light feeing during School hours, free text^{books} /, other reading and writing materials, minimum clothing etc. to the children belonging to Elementary age-group. The Education Department should also think out suitable strategy so that the reinforcement of incentive efforts of other Developmental Departments and Voluntary Agencies are duly systematised through cooperation and coordination. This will, no doubt mean a very heavy financial burden on the State resources. Govt. may have to think of alternative measures to meet this recurring expenditure by readjustment within the existing resources.

7:06 The Department should take up responsibility for maintaining and improving the school buildings, as depending on local resources is not likely to work because of poor economic conditions of the people. Necessary grants should be allocated to improve the School buildings on the basis of the reports of the Block Elementary Education Officer and the amounts released to the Managing Committee in two instalments. The existing dilapidated School buildings should be taken up by Department for repair & reconstruction in a phased manner. This may entail a heavy initial expenditure. A separate emergency fund should also be maintained for meeting immediate expenditure on damages caused under unfore^eseen circumstances and natural calamities. The present system of releasing building grants on the basis of completion/utilisation certificate of the Sub-Inspector of Schools should be

abolished and the responsibility of construction/repair etc. of School building should be transferred to Technically competent Department such as Housing Board etc. The Govt. may consider feasibility of this proposal. The question of maintaining a cleaner, safer and attractive campus in School, should not be forgotten. To begin with the thatched houses may be taken up for reconstruction. In this respect, a longterm Planning will be needed to cover all the Schools and also those new Schools growing out during the period as well as those Schools damaged during that period. Obviously it is not possible to work out the financial implications needed for this purpose.

7.07 :1 The Educational machinery at different levels should constantly keep themselves abreast of the furniture and teaching aids position in the Schools under their jurisdiction. There should be no School without at least Black Boards, a Globe and Maps. The Block level Elementary Education Officer should go round the Schools to study the position and estimate such requirements for the next year, so that necessary arrangement for supply may be made by the relevant units of administration of the Department. Dependence on local community in this respect will also not work. Annually, an estimated amount of Rs. 50.00 Lakhs may be kept apart for this purpose.

7.07.2 The Education Department should make necessary arrangement for regular health check-up of the pupils through Department of Medical and Health Services.

The Block Elementary Education Officer should invariably insist the School to have provision of drinking Water, Urinals, Latrines etc. (improved ^{is} if permanent arrangement not possible) and maintenance of Hygienic condition in the School surroundings. The Headmaster

can take help of the local Society, the teachers themselves and the students of higher Classes if necessary to keep the surroundings of the School clean. If possible arrangement should be made for imparting training on First Aid, to the Pupils of higher Classes. The School/invitably should u possess a First Aid Box.

7.07.3 The D.I. of Schools (Sub-divisional Education Officer) along with the Junior Inspecting Officers should keep a strict eye on the quality of Class-Room instruction in the Schools in the Block by paying surprise-inspection visits, specially to observe the actual teaching-learning situation in the Schools. The appointment of the BEMO will free the Sub-Inspectors of Schools solely for inspection & supervision work.

7.08 It should be made compulsory for the village School teachers to reside in the village where the School is located, if necessary by providing residential accommodation in phased manner. This should be specially adhered to in case of female teachers.

7.09 The provision of School contingencies of Rs. 1.00 and Rs. 3.00 per teacher per month respectively for Primary and Middle Schools has been rightly raised to Rs. 3.00 and Rs. 5.00 per month per teacher. This amount should be made available to the teachers regularly within the first week of every month.

7.10 The present coverage of average 98 Schools per Inspecting Officer should be reduced to average 50 Schools for each Officer. Under the existing topographical and communication conditions, as well as scattered nature of habitations in the rural areas including location of Schools, no useful purpose will be served if an

Inspecting Officer is allotted larger number of Schools. It is expected that 50 Schools per Officer in the rural areas will be at least reasonable to enable him to supervise with optimum efficiency and at least 3 Inspections per Schools Govt. may also consider/sanctioning Motor Cycle Advances to the Circle and Block Elementary Education Officers, so as to facilitate their movement to the Schools within their jurisdiction. The appointment of BEEO will relieve the S.I'S of Schools of Non-Academic duties.

7.11: 1 A Scientific inspecting proforma should be developed and standardised for Assam's situations and the Inspecting Officers should be directed to inspect according to the items in the proforma. Copies of model inspection reports should be cycl styled and distributed to all Inspecting Staff and the best Inspecting Officers should be ceremoniously awarded "appreciation" certificates. Not only the inspecting Staff, but the best teachers of Schools should also be praised ceremoniously and awarded "appreciation" certificates.

7.11 :2 It should be obligatory for the Sub-divisional Education Officer to make surprise visit in some randomly selected Schools to check followup action of the inspection notes by the teachers.

7.11 :3 Suitable adjustment of payscales between S.I's of Schools & Graduate teacher and also between A .S.Is of Schools and Matric trained teachers should be made by Govt. so that the problems in the area of control & management does not arise.

7.12 Govt. may be pleased to consider giving benefits of advance increment to the field Officers for

for possessing Higher Qualifications and Training and specially for sincerity in services, as incentive and encouragement to the sincere Officers.

7.13 A Scheme for constructing residential quarters for inspecting staff (within their allotted areas) should be adopted by the Department in a phased manner and necessary sanctions allocated. Attention should also be paid to repair the existing residential quarters regularly in time. The work may be got done through technically able agency.

7.14. The system of periodical internal assessment of all the aspects of pupils achievements (academic, activity, Social as well as attitudinal aspect of conduct) should be introduced and its due weightage in their annual promotion should be given. The prevailing idea that Education is only for examinations should be officially discouraged. Education is meant to create socially efficient individuals and not "Pass " OR "Fail" children. Examination Reform should be a major activity of the proposed SCERT (vide section VI.H.). If possible, detention in classes at the Elementary level should be abolished so as to reduce wastage in Education.

7.15. For selection of teachers for appointment in Schools the procedure should include personality and aptitude tests in addition to the academic attainment and training. The Interview Board should try to elicit from the candidate if he possessed the missionary zeal required of a teacher.

7.16 For harmonious growth in enrolment the Department should establish new Schools in a planned manner according to the needs and by following the accepted

population and distance norms. Whenever the public demands for establishment of new Schools at a place, the Departmental authority should consider the judiciousness and viability of such Schools on the basis of accepted norms set by the Department.

7.17 The present procedure of running 5 hour Schools should be reduced to 3-hour Schools and the Schooling time should be adjusted to the local needs. It may vary according to the seasons of the year. Such timing should be fixed by the District or Sub-divisional Educational authority after holding discussions with Block level/Elementary Education Officer, Inspecting staff at the field level, Local community leaders etc. and the fixation of timings of the year should invariably^{be} reported to the Directorate.

7.18 The School complex system should be introduced and organised at the Circle level. The Circle Education Officer (Sub-Inspector) should take initiative and play major role in organising School-complexes at suitable places within his Circle.

7.19 A "Village Education Committee" involving the Education authority, the School and the local society should be formed in each village. This Committee along with the Block level Elementary Education Officer should succeed in bringing co-ordination among various developmental agencies working at village level, which is lacking in this State at present. This^{will} check the possibility of some Schools getting more benefit from different agencies than other Schools.

7.20 The Department should establish Non-formal Education Centres (where there is no such Centre existing) in the villages to enroll the non-enrolled and drop-outs

in the age-group 9-14, who because of economic or other reasons cannot attend a regular School. This will be the major supplementary to the formal system for success of the programme of Universalisation. The Non-formal Education Centres for the Elementary age-group (9-11) now being run by Social Education wing should be transferred to the Elementary Education authority leaving Non-formal Education for higher age-groups to the Social Education wing. This will help streamlining administration, specially in relation to the Universalisation programme.

VII.B. BLOCK LEVEL

7.21.1 Block Elementary Education Officers (in Gazetted rank) should be appointed in each of the 131 C.D. Blocks in the State, with his Office at the Block Head quarter.

7.21 :2 He will be entrusted with such work as payment of salaries of teachers and other employees of Schools in the Block and his own Office staff so that all the employees in the Block may receive their salary locally and in time.

7.21 : 3 He will also be responsible for Census taking and maintenance as well as preparation of micro-planning at the Block-level with the help of S.I.s of Schools and also the experienced teachers if needed.

7.21 : 4 He will maintain liaison with all developmental agencies, voluntary organisations village School Committee and Education in his area so that a good co-ordination is maintained among all agencies specially in matters of Education.

7.21 :5 He should be responsible for proper assessment of the requirements of Schools in respect of furniture, equipment, teaching aids as well as the building condition and the School campus.

7.21 : 6 The Office of the Block Elementary Education Officers (131 Blocks) should consist of the following personnel :-

- | | |
|-------------------------|-----------------|
| (1) B.E.E.O. (Gazetted) | - 1 x 131 = 131 |
| (2) U.D.A. | - 1 x 131 = 131 |
| (3) L.D.A. | - 2 x 131 = 262 |
| (4) Typist | - 1 x 131 = 131 |
| (5) Grade IV | - 2 x 131 = 262 |

Transfer of work-load to the Block level will lessen the pressure off work at Sub-divisional level and some posts of desk Assistants could probably be transferred to the Block Offices by making necessary adjustment. The expenditure may be around 50 Lakhs per year.

7.22 : 1 The areas of the circles in a Block should be reorganised so that each Block contains complete number of Circles (two or three according to number of Schools) and each Circle containing not more than 50 Schools.

7.22 : 2 The Circle Sub-Inspectors of Schools (Circle Elementary Education Officer) will be ^{under} / supervisory control of the Block Elementary Education Officer but will be under over-all administrative control of the Deputy Inspector of Schools. The Block level Elementary Education Officer will be the reporting authority of the Sub-Inspectors of Schools and the Deputy Inspector of Schools will take necessary action as per his power and functions.

7.23 Referred to recommendations at para 7.06,

7.11: 4 and 7.19.

VII. C. SUB-DIVISIONAL LEVEL.

7.24 The area and jurisdiction of an Educational Sub-division should be made identical with that of a Civil Sub-division, for efficiency & convenience of administration as well as for facilitating co-ordination and co-operation. There are several other advantages of maintaining parity of area jurisdiction of Educational Sub-division with Civil Sub-divisions..

7.25.1 All the Middle English Schools should be transferred to the Elementary Education authority so as to avoid duplication of administration and control. This will help to maintain harmony and homogeneity in administration of Elementary Education as a whole.

7.25.2 The authority for appointment of Primary School teachers should rest with the Deputy Inspector of Schools but the authority for appointment of middle level teacher should be entrusted to the proposed District Elementary Education Officer (vide para 7.40.1).

7.26 The Sub-divisional Elementary Education authority should be formally directed by the Department to function as the co-ordinating medium among various developmental and voluntary agencies in the Sub-division and Education.

7.27.1 With the establishment of Office of Block level Elementary Education Officer, the work-load of the Sub-divisional Elementary Education Officer will be decentralised to great extent. As such, with lessening of establishment work-load of the Sub-divisional Elementary Education Officer, they should be able to devote at least 50% of their time for academic activities including

supervision of the supervisory work of the Circle Sub-Inspectors.

7.27.2 It would be advisable to create a number of timescales of pay for the S.I.s of Schools, so that none of them remains in the same scale for more than 5/6 Years. They should be allowed to get benefits of next higher scales according to seniority & efficiency. These scales may not signify different categories of post but may be designated as different level of selection grades. Such an arrangement will amount to quicker promotions. We feel that that the posts of Asstt. S.I.s of Schools should be abolished as referred at para 7.26.3. It may also be mentioned here that while recruiting S.I.s of School, due emphasis should be given on their professional efficiency experience and on their interest & knock for Educational administration.

7.28.1 Provision for separate Planning Cell at the Sub-divisional level may not be needed. The Sub-Inspectors meant for minority languages can help the Sub-divisional Elementary Education authority in this respect as well as all matters concerning these Schools. The P.A. of these special Sub-Inspectors of Schools should be open rather than fixed as their areas are much wider than a Circle. In the Sub-divisions having Additional Deputy Inspector of Schools should be placed in-charge of Girls, Scheduled Caste and Scheduled Tribe Education in the Sub-division.

7.28.2 In the proposed re-organised structure and with minimisation of area of Circle (vide para 7.22.1) it will be necessary to create 200 additional posts of Sub-Inspectors of Schools. The financial implications will be of the tune of Rs. 16.20 lakhs per Year.

7.29 With minimisation of jurisdiction and number of Schools under all Sub-Inspector of Schools, it should be made possible for him to supervise Schools as per tour-norm viz. 20 days per month. This could now be strictly adhered to. They should be able to visit each School a number of times in a year.

7.30.1 As recommended at para 7.11.1.

7.30.2 The tour diaries of Sub-Inspectors of Schools and Asstt. Sub-Inspectors of Schools could now be forwarded to the proposed Head of District Elementary Education Office (D.E.E.O.) by the Deputy Inspector of Schools with relevant comments and suggestions.

7.30.3 It should be made obligatory for the Deputy Inspector of Schools to forward to the District Elementary Education Officer, 5% of the Inspection notes of each Sub-Inspector of Schools every year, for scrutiny, assessment and record.

7.31 The proforma of Annual Returns should be revised to include data of drop-outs, non-enrolled and non attending children.

7.32 Proposed SCERT should have District Units to impart inservice training to teachers at District level.

7.33.1 The quota for deputation of teachers for training should be determined on the basis of Block level data of untrained teachers. The strategy should be so adopted as to avoid disparity of un-trained teachers at the Block levels.

7.33.2 The working teachers who completed a course of (Basic Training Course of Normal) Training but got plucked in the final examination should be considered as trained teachers without giving financial benefit.

7.34.1 The rules and guide lines to be followed in

selection, appointment and transfer of teachers should be perfectly un-equivocal, so that there is no scope for diverse interpretation or difference of opinion while actions are taken by Sub-divisional Advisory Board and the Deputy Inspector of Schools as its Secretary.

7.34.2 The position of Elementary Education in the Hill Districts should be regularly monitored to the Elementary Directorate by the proposed District Elementary Education Officer in consultation with the District Council authority and the Deputy Inspector of Schools.

7.35.1 All pending matters of the teachers relating to service, leave, pension, Provident Fund benefit and other establishment matters should be settled early so that the feeling of discontentment and insecurity in the minds of the teachers and other employees are dispelled.

7.35.2 For convenience of administration, the services of the Elementary School teachers of the Hill Districts should also be provincialised. This will remove the disparity between Hills and Plains teachers.

7.36.1 All pending confirmation cases of the Inspecting Officers should be settled early.

7.36.2 There should exist a hierarchy of pay scales for the Inspecting staff so that their promotion becomes more frequent (vide para 7.27.2). The proposed Block and District level Structure will help in this respect. This is necessary to remove stagnancy and develop a sense of enthusiasm among the field Officers.

7.36.3 The existing posts of Asstt. Sub-Inspectors of Schools should be abolished in phases, by promoting those Asstt. Sub-Inspectors of Schools who possess requisite qualification or complete 10 years of experience as Asstt.

Sub-Inspectors of Schools to the rank of Sub-Inspectors of Schools (Circle Elementary Education Officer).

7.36.4 There should be separate status for the post of Headmaster (All types of Elementary Schools) with a separate Scale of pay, instead of continuing the present system of giving charge allowance. This will create opportunity for promotion of School teachers and will be a source of encouragement to the teachers.

7.37 As recommended at para 7.19, 7.21.4 and 7.26.

7.38 As recommended at para 7.20.

VII. D. DISTRICT LEVEL.

7.39.1 The District Inspectorate for Elementary Education should be created in each of the 10 Districts of the State. The staff requirement will be as follows :-

1. District Elementary Education Officer	1x10	=10
2. Asstt. District Ele. Edn. Officer.	1 X 10	=10
3. Asstt. Planning & Statistical Officer.	1 X 10	=10
4. Statistical Assistant.	1 X 10	=10
5. Accountant.	1 X 10	=10
6. U.D.A.	2 X 10	= 20
7. L.D.A.	4 X 10	=40
8. Grade IV	5 X 10	=50

Financial implications will be of the tune of

Rs. 11.50 lakhs per year.

7.39.2 The appointment to the post of District Elementary Education Officer should be made promotional from Departmental candidates having sufficient experience in the line of Elementary Education, but academic qualification should be B.A., B.T. or M.Sc., B.T. In case of Direct

appointment to these posts (District Elementary Education Officer), the minimum qualification should be M.A., B.T./ M.Sc., B.L. and at least 10 years experience in teaching/ Training/ Research/ administration in a Training Institution preferably dealing with Elementary Education. Professional degree should be a must for these posts. The Asstt. District Elementary Education Officers should be appointed from among the Sub-divisional Elementary Education Officer (D.I. of Schools) on promotion. Here too, professional qualification should be compulsory.

7.39.3 The District Elementary Education Officer will be the over-all controlling authority in respect of Elementary Education in the whole District and will also function as the monitoring agency to the Elementary Directorate. He will have the authority to take actions on all matters relating to Elementary Education in the District, which, as per rules could be settled at his level. This will be a District level decentralisation of power of the Directorate. The District level Elementary Education Officer will in turn decentralise powers to the Sub-division and Block level as per directives of the Govt. with the creation of the District Elementary Education Officer, present Inspectorate will be relieved of the responsibility of the Middle Schools.

7.40.1 The District Elementary Education Officer will appoint teachers of Middle level Schools vide para 7.25.2

7.40.2 He will compile and prepare annual returns at the District level. He will also prepare the District level Plan for Elementary Education. He will supervise and check Block level Planning prior to preparation of District level Elementary Education Plan.

7.41.1 The administration and control of the independent Middle English Schools should be transferred to the Elementary Education Directorate and hence the supervision from the existing Inspector of Schools to the District Elementary Education Officer.

7.41.2 Different nomenclatures i.e. Middle Vernacular and Middle English, Senior Basic, Middle English Madrassa etc., for the same middle level Educational Institutions should be avoided for all to be named as Middle Schools (Madhyamik Vidyalaya).

7.41.3 The Middle section of High and Higher Secondary Schools, which is also a part of Elementary Education, should be inspected and supervised by the proposed District Elementary Education Officer or Asstt. District Elementary Education Officer. The head of the concerned High/Higher Secondary Schools should be directed accordingly.

7.41.4 To keep parity with the age group according to the National pattern the 5th Class of Middle stage may be brought under the Primary stage and similarly the 8th Class of High School level under the Middle stage. Here Elementary stage is proposed to consist of 8 Classes (Classes I-VIII) in the age-group 6-14, to keep parity with National pattern.

7.41.5 The proposed District Elementary Education Officers of two Hill Districts will necessarily link-up Elementary Education with the Directorate of Elementary Education.

7.42 The Directorate Officials should pay surprise visits to the Sub-divisional Offices to check & maintain discipline & observe functioning in these Offices. Similar surprise check is advised for the proposed District Offices also.

7.43 The District Elementary Education Office will function as the co-ordinating agency at the District level as in case of Sub-divisional level vide para 7.26.

7.44 As recommended at para 7.20.

VII. E. REGIONAL LEVEL.

7.45 The Joint Director of Public Instruction for Hills (now posted at Hailong) who is also partially responsible for the Elementary Education (in Hills Districts) will now be relieved of this responsibility with the creation of the post of Joint Director of Elementary Education for Hills in the Directorate of Elementary Education and the two District Elementary Education Officers at Diphu and Hailong (referred at para 7.52.1).

7.46. The proposed Joint Director of Elementary Education for Hills will now be responsible for preparation and submission of Annual and 5 year Plans for Hills on the basis of the District Plans prepared by the District Elementary Education Officers in Hills. In this matter, the Joint Director of Elementary Education (Hills) will discuss with the Development Commissionerate and the District Council Authority as necessary.

7.47 Government may devise ways and means to minimise problems that may arise out of dual control in Elementary Education in the Hill Districts.

VII. F. DIRECTORATE LEVEL.

7.48. The S.C.E.R.T. should be established immediately to streamline and bring harmony in academics in the State and to check chaos and confusion prevailing in the academic process. The S.I.E. should be entrusted solely with the responsibility of short-term Training and preparation of instructional materials after establishment of SCERT (as proposed at section VII.H.). The E.T. Cell should also come under SCERT. As has been detailed in paras 6.69 to 6.73 a State level Apex Academic body (SCERT) is felt to be the only solution while recommendations of section VII.H. Obviously all Govt. Institutions of pedagogic Research & Training (i.e. SIE, SISE, ETC, B.T. Colleges, Basic Training Centres, Normal Schools etc.) should be brought under the academic control & guidance of the SCERT. It is also suggested that the Basic Training College & Normal Schools as well as the Basic Training Centres should be redesignated as senior Teacher Training Institution and Junior teacher Training Institution respectively.

7.49.1 The Post of Director of Elementary Education should be upgraded making it at par with that of the Director of Public Instruction.

7.49.2 The present machineries at the Directorate level is absolutely inadequate to deal with even the existing system and structure of Elementary Education let alone the additional responsibilities of Universalisation. It is immediately necessary to strengthen the Directorate to enable it to handle effectively the administration of Universalised Elementary Education.

7.50 The anomalies as regards qualifications for personnel to be drawn for administration of Elementary

Education should be removed. All the personnel connected with Elementary Education administration should invariably be professionally qualified and possess the relevant pedagogic background and training in professional line (School level). This is obvious, relevant and logical. In this connection Recommendation of Mulaliar Commission (Section 2, chapter XIII) should be honoured. Persons with academic research and training background/^(School level) should be given preference while recruiting fresh functionaries for Elementary administration. Such persons should also be put through "O & M Training" for better administration. At lower levels of Elementary administration also, persons having professional qualifications, training and experience of teaching & administration in Schools should be recruited. (Referred to para 7.39.2).

7.51 The following 3 Cells should be created in the Directorate of Elementary Education immediately and 3 of the proposed 5 Deputy Directors should be placed in charge of these Cells. :-

1. Statistics, Planning, Evaluation and Manpower Research Cell (S.P.E.M. Cell).
2. Universalisation Cell (U-Cell).
3. Girls, Scheduled Caste and Scheduled Tribes Education Cell (G.S.S.-Cell).

7.52.1 The following additional posts are suggested for creation in the Directorate for effective management of the entire Elementary Education in the State.

1. All. Director of Elementary Education. -1
2. Joint Director (one for Hills). -2
3. Deputy Directors. -5
4. Planning Officer. -1
5. Statistical Officer. -1

6. Asstt. Planning Officer.	- 2
7. Asstt. Evaluation Officer.	- 1
8. Asstt. Research Officer.	- 1
9. Superintendent.	- 9
10. U.D. Asstt.	- 20
11. L.D. Asstt.	- 40
12. Typists.	- 10
13. Progress Assistants.	- 1
14. Computer.	- 1
15. Compiler.	- 1
16. Duplicator Operator.	- 1
17. Grade IV	- 10
18. Drivers.	- 11

Financial implications will be of the tune of

Rs. 7.20 lakhs per Year.

7.52.2 Eleven diesel Vehicles (11 Drivers proposed as above) should be provided, (10 for the 10 Districts and one for the Directorate).

7.52.3 The existing procedure in matters of appointment, posting and transfer of Circle Sub-Inspectors of Schools and submission/proposals to the State Government for promotion to the gazetted rank as well as their posting and transfer should continue.

7.52.4. The Block level Elementary Education Officers should preferably be recruited from among the senior Circle Sub-Inspector of Schools (Circle Elementary Education Officers) who are professionally trained and qualified .

7.53 As referred in para 7.41.1.

7.54 As recommended in para 7.20.

7.55 All Deputy Inspectors of Schools (All

Deputy Elementary Education Officers) should be appointed

in the remaining 9 Educational Sub-divisions as mentioned in para 6.55. The financial implication for this will be in the tune of Rs. 0.85 lakhs per year.

7.56. The whole outlook in the Administration at the Directorate level will have to be changed so as to rescue the Directorate from the spell of uncongenial traditions imbibed from the past. The pattern will have to be revitalised both at the PROCESS as well as the PERSONNEL level. The administration will have to be more of result oriented bias rather than procedure oriented one. Objectively speaking, the Directorate of Elementary Education is functioning in a very unscientific & unmethodical manner. It requires immediate reorganisation and rejuvenation.

7.57. There should be a special study on the working of the Directorate. Plenty of case-studies could be taken up in the problem areas. It is possible to suggest measures for streamlining and simplification of procedures and for devising methodical set-up to make the functioning of the Directorate more effective. In this connection reference may be made to recommendations at para 7.50.

7.58. The Officers should be deputed for training in the administration & management or in the concerned aspects of responsibility such as Planning, finance, Universalisation programme etc. There should be alternative arrangement for continuous disposal of each aspect of administrative matter.

7.59. It is expected that the pressure of public visit the office of the in/D.E.E. will be lessened with creation of District & Block level Offices, hence decentralised power & function. However, the visiting hours should be adjusted for best convenience of administration.

- 7.60. As recommend^{ed}/at para 7.43 and section VII.d.
- 7.61. A Library section with all relevant materials as referred at para 6.61, should be created.
- 7.62. It is advisable that all the Officers of the Directorate meet at least once in a month for collective discussion on all matters.
- 7.63. Through coordination & discussion with the B.S.G. Authorities, the Education Directorates should try to get extended the programmes of B.S.G. movement to the rural Schools also. This is expected to help retention of the enrolled and attract the interest of the non-enrolled children to Schools.

VII. G. STATE LEVEL.

7.64 and 7.65.

Not only the 3 Directorates of Education, Education Department has to take care of several Directorates under it, in addition to very many other matters connected with Educational & Society. It is essential to upgrade, strengthen and ^texpand the Secretariat machinery. Further recommendations at para 7.68.

7.66. For smooth implementation of the programme of Universalisation, a separate unit or cell may be created with a higher level Officer in sole responsibility of the channel of administration relating to universalisation of Elementary Education.

7.67. It would be advisable to have an academic Officer, (may be/ ^{designated} as Educational Adviser or Officer on Special Duty) who should help the Secretariate in advisory capacity in respect of the academic & Professional, aspects of Elementary Education as a whole and universalisation in particular. The Elementary Cell proposed above

and the Educational Adviser or Officer On Special Duty together, should be responsible for Planning strategy, implementation procedure, co-ordination evaluation and monitoring the position of Elementary Education. including Universalisation at the Secretary level. The Directorate should submit proposals in time and the Govt. should devise ways & means to simplify procedures as far as practicable so that delay could be avoided.

7.68. As has been recommended at para 7.64, it is urgently necessary to upgrade and strengthen the Secretariat which is justifiable from all points of view. We could realise that there has been tremendous growth & expansion of Educational & allied organisations in this State and thus in activities but there has not been commensurate strengthening of staff & structure of Education Secretariat.

We recommend that the Govt. may kindly consider upgrading the status of Education Secretariat for higher administrative power and strengthening in personnel of higher ranks accompanied by corresponding increase in Office staff for more convenient administrative functioning. We feel, in the line of suggestions for Officers at the end of para 6.68, there should be one U.D.Asstt. for each Cell or Unit of work consisting of reasonable number of items of subjects. A separate channel of administration in the Secretariat for the Universalisation programme has already been recommended.

VII. H. QUALITY EDUCATION.

7.69. As referred at para 7.48, the SCERT should be established in the State immediately.

The structure and functions of the proposed SCERT for Assam should be as described in the paragraphs

below. Under existing circumstances of academics in this State, the proposed academic infrastructure (S.C.A.R.T.) in Assam is proposed to be somewhat different from that in other States of India. The structure conceived here is only minimum to start with. Though small in size it will be much more comprehensive and will have more responsibility, higher status and wider in scope of operation. The Govt. Institutions of Academic Research & Training (SIE, SISE, ETC, Normal Schools, B.T.C.s etc) should be placed under SCERT. for academic control. It will have 3 major functions i.e. as an Academic Directorate, as a Pedagogic Institution of Highest Competence and as a Central Coordinating Agency. The details of functions may be :-

(a) As an Academic Directorate :-

(i) The SCERT is proposed to study and observe the total academic environment at the School stage in the State, examine the impact of current Education in the society, study the appropriateness, relevance & expediency of the process of Education to current society, locate lacuna, inefficiency or incompatibility in the academic process, suggest needs, modification, reorganisation or renovations in the qualitative aspect to improve the total Educational situation in the State and THUS assist Govt. in POLICY PLANNING. This is expected to remove any possibility of deficiency or imperfectness in academic policy decisions. The Universalisation Cell of SCERT will take special care of the programmes of universalisation of Elementary Education.

(ii) The SCERT will also serve the State by devising academic Plans for qualitative improvement in

Education keeping in view the geographical and socio-economic conditions of the people of Assam, and particularly in relation to universalisation programme.

(iii) The SCERT will act as the clearing house of all academic informations including all varieties of consolidated Educational statistics so that any information on State's Education required by National, International or State agencies or even by public at large, could be made readily available without having to collect from various State agencies by correspondence resulting in delay and sometimes in default.

(iv) It will maintain detailed records of all the academic & professional experts in the State (including retired personnel) with their qualifications, pedagogic achievements, professional background, aptitude and specific field of interest, so as to assist the Department to select right persons for right type of academic work (State duty) or for reputation to various seminars/work shops/courses organised by various National & International agencies, specially relating to universalisation programme.

(v) To ascertain the Academic areas where our State lacks expertise and to point out proper persons for enrichment in these specific fields including areas of specialisation on universalisation programmes.

(vi) Through different Departments & Cells in the proposed infrastructure, it will take care of the academic aspects of the various major programmes taken up by the State in universalised Elementary Education etc.

It will arrange for training of key personnel and follow up linkage-operations up to the field level. It will also see that all the academic agencies involved in the State programmes function in the right line. It will also undertake

evaluative studies on programmes either by itself or get it done by the appropriate agency, specially in respect of Universalisation programme.

(vii) As the central Apex academic body of the Govt., the SCERT will observe to see that a balance is maintained in the norm or standard of the various qualitative pursuits in the State and that each aspect of School academics grows harmoniously. Without such a balance there will be eccentricity in growth of one constituent over the other whereas Education is a total process with all the elements constituting the sphere of Education.

(viii) One of its important functions will be to engage constantly in the work of curriculum reconstruction & renewal, conduct training courses to teacher-Educators and supervisors of Education in the field, prepare handbooks & guidebooks and to review School Textbooks etc. in general, and relating to Universalisation in particular.

(b) As pedagogic Institution of Higher Competence.

(i) Primarily the SCERT will work under the academic guidance of NCERT, which functions as the Apex Academic Body at National Level. The NCERT undertakes inter-alia academic research and survey in different areas of Education and works for solution of problems in Education at the National Level. It also prepares expertise in different areas of the qualitative aspect of Education at National Level. In fact, NCERT is recognised as the academic organisation of highest competence at the central level. The SCERT, as the academic infrastructure in Assam is conceived to function as the

institution of highest competence in the State so far as the pedagogic aspect of School level Education is concerned. It should stand as the topmost academic agency to whom the teachers, Scholars, administrators as well as the citizens at large can look forward for solution of various pedagogic problems in the State, particularly in respect of Universalisation of Elementary Education.

(ii) The SCERT should lead in the fundamental Educational researches and should develop expertise in all areas of qualitative aspect of Education. It should be able to guide all other agencies in their academic researches, prepare research-designs as appropriate to the State's conditions, and develop research guidelines for investigations in the areas of qualitative aspect of Education. It should be able to provide ideas for renovations in Education and help State Govt. to decide and take measures for reorganisation of the process of Education for qualitative improvement in School Education, specially in relation to implementation of Universalisation programme.

(iii) The SCERT should also undertake investigations on problems concerning Education and society which may not purely be of pedagogic in nature but which has greater implications to State's Educational policy and will have direct relevance to Universalisation programme in the State.

(iv) It will ascertain the areas of Education where serious researches are needed, to be really useful for improvement of the system and also to examine and scrutinise research programmes of other institutions to evaluate its essentiality and usefulness so that efforts,

time and energy required for such studies do not go waste.

(v) Conduct field studies or classroom studies for remedies to pedagogic problems either by own staff or get them done by experts available in the allied academic institutions, including problems in the area of univer - salisation.

(C) As a Central Coordinating Agency :-

(i) This aspect will constitute a very important function of the SCERT and therefore a separate Department has been envisaged for this purpose. It has already been mentioned that in Assam we have a good number of academic agencies, Govt. as well as autonomous, working on qualitative aspects of School level Education. But Education is a total and continuous process. Whatever these agencies do in isolation for qualitative improvement in a particular stage of Education and to solve academic problems in their own area of work becomes sporadic patch-work in the continuum of Education. To keep continuity and relevance in the academic process as a whole it is necessary to bring coordination in their activities so as to create a harmonious and streamlined trend in the total process of Education covering the entire School stage. It is therefore proposed that the SCERT will bring integration in the academic programmes of the following State agencies which are to be put under SCERT for academic guidance & control :-

1. State Institute of Education (Jorhat).
2. State Institute of Science Education (Gauhati).
3. Educational and Vocational Guidance Unit (Gauhati)
4. Basic Training College (Titabar).

5. Basic Training Centres (22 Nos.).
6. Normal Schools (7 Nos.).
7. Pre-Primary Training Centres (Dibrugarh & Mirza).
8. Vigyan Manirs (Sonapur & Hilekandi.).
9. Educational Technology Cell (Gauhati.).

Similarly the SCERT is proposed to coordinate in academic activities and work in cooperation with such related organisations as :-

10. Assam Textbook Production & Publication Corporation (Gauhati.).
11. Board of Secondary Education (Gauhati.).
12. Social Education wing.
13. Teachers Training Colleges (8 Nos.).
14. District Academic Councils of Principals and Headmasters of Secondary Schools.
15. Education Departments of general Colleges.
16. Field Adviser, NCERT (Gauhati.).
17. Centres for continuing Education (Jorhat & Goalpara).
18. A.I.R.-Educational Broadcasts.
19. Bharat Scouts and Guides.
20. Academic Units of various other Teachers Organisations at Elementary & Secondary level.

In addition, the SCERT will keep in close touch with and maintain liaison & cooperation on all academic matters with other related agencies such as :-

21. N C E R T , New Delhi.
22. R.C. E.L.(Bhopal, Mysore, Bhubaneswar & Ajmer).
23. Education Departments of Universities.
24. National Institution of Educational Planning & administration (New Delhi.).
25. UNICEF.

26. Social Welfare Organisations (Moina-parijat etc.).
27. Central School Organisations.
28. Prakashan Parishad.
29. Sahitya Sabha.
30. All SIEs/SISEs/SCERTs of India.
31. Other Govt. & Non-Govt. Organisations doing academic work etc.

(ii) It will collect information about the academic programme of all the different institutions/organisations and circulate the summaries of activities, practices & findings through informative bulletins or news letters etc. among all the academic agencies so that each knows what others are doing in the different areas of Education and particularly in the aspects of universalisation programme. This will keep every organisation abreast of the up-to-date total situation in academics in the State in general and universalisation in particular. Such information should reach the administrative machineries of the State as well at all levels.

It should have four major Departments and four Cells including one Cell particularly for universalisation programme. This SCERT should be headed by highly experienced academician who must have worked as the head of Educational Research & Training Institution, possesses at least Research Degree in Education and other professional degrees, Training etc. and has sufficient number of Research papers on the academic problems of the State. Other staffmembers should also be recruited from Professional Colleges and Educational Research & Training Institutions. They should be experts in the

particular fields of Education and should have produced Research papers on Educational topics The SCERT should be located at the State Capital, and preferably near a general university and the Directorate of Elementary Education.

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EDUCATION IN RELATION TO THE PROGRAMME OF
UNIVERSALISATION

A S S A M

ANNEXURES

AND

BIBLIOGRAPHY

ANNEXURE -1.

NUMBER OF SCHOOLS ACCORDING TO SECTIONS IN RURAL
AND URBAN AREAS (AS ON 30.9.78).

source :- IVth Educational Survey of Assam.

Category	Primary only	Middle only	Secondary only	Middle with Primary
1	2	3	4	5
Rural -	20698	2573	954	794
Urban -	905	244	102	42
Total -	21603	2817	1856	836

Secondary with Middle	Secondary with Middle & Primary	Higher Secondary only.	Higher Secondary with Secondary	H.S. with Sec. & Middle	H.S. with Sec. Middle & Primary.
6	7	8	9	10	11
444	3	1	1	52	1
169	7	-		57	-
613	10	1	1	109	1

Number of Schools (30.9.78).

Schools	Rural	Urban	Total
1	2	3	4
Primary -	20698	905	21603
Middle -	3367	286	3653
Secondary -	1401	278	1679
Higher Secondary.	55	57	112

ANNEXURE -2

TEACHERS IN POSITION (30.9.79) ACCORDING
TO SCHOOLS.

Source :- IVth Educational Survey.

Category	Primary	Middle	Secondary	Higher Secondary
Rural -	42886	18907	14500	1784
Urban -	4022	1787	4292	2524
Total -	46908	20694	18792	4308
1	2	3	4	5

Sex-wise Trained and Untrained Teachers according to
sections .

Category	Primary			Middle	
	Trained	UnTrained	Total	Trained	Untrained
Male -	26108	12916	39024	5383	13668
Female -	5851	4343	10194	927	1904
Total -	31959	17259	49218	6310	15572
1	2	3	4	5	6

Total	Secondary		Total
	Trained	Untrained	
19551	4493	10173	14666
2831	727	1991	2718
22382	5220	12164	17384
7	8	9	10

ANNEXURE - 3

Classs-wissses Enrolment in Schools.

Sourcee :- - - IVth Educational Survey.

Category	(Classsss I- IV			Class V-VII.		
	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7
Rural -	86788888	665332491	1500379	310773	192553	5033
Urban -	7925555	66577896	147151	65690	53656	1193
Total -	94714483	777000387	647530	37463	246214	6226

	Classs V-VIII-X			Class XI-XII		
	Boys	Girls	Total	Boys	Girls	Total
8	9	10	11	12	13	
154507	883337777	37884	4349	1605	595	
46241	332287555	9116	5521	1702	722	
260748	11116255522	27000	9870	3307	131	

Grand Total Class I-XI.

Boys	Girls	Total
14	15	16
1337517	9100031	24553
196707	15661129	15283
1534224	10666616000	360034

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