CONTRIBUTION OF NON-GOVERNMENT PRIMARY SCHOOLS TOWARDS THE DEVELOPMENT OF PRIMARY EDUCATION IN KHASI HILLS DISTRICTS OF MEGHALAYA: AN APPRAISAL.



THESIS

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DECLARATION

I Miss Jubita Lyngkhoi, do hereby declare that the subject matter of this Thesis is the record of work done by me, that the contents of this Thesis did not form the basis of the award of any previous Degree to me or to the best of my knowledge to anybody else, and that the Thesis has not been submitted by me for any research degree in any other university / institute.

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CHAPTER I

INTRODUCTION

1.0. Meghalaya

With the attainment of Independence by India from British rule, on the 15th August 1947, the two Districts namely, United Khasi and Jaintia Hills and Garo Hills District were included under the administrative set up of Assam State of free-India. The inclusion of these two districts under the State of Assam was against the political desire of the people who aspired for a separate political identity. But that political expectation did not die down and the people continue to nurture the idea of a separate Hill State comprising of all other Hill Districts of composite Assam State, namely Naga Hills, United Mikir and North Cachar Hills and Lushai Hills, as they were then known.

But that cherished idea of Hill State succumbed to political differences in the objective of the movement for attainment of that goal. The Nagas parted company and adopted a different path to fight for a sovereign state. In the same manner, the people of Lushai Hills started their movement with other programmes and objective. The people of united Mikir and North Cachar Hills District were however, reluctant and opted to remain in the Assam State. Ultimately, only the people of United Khasi and Jaintia Hills and Garo Hills District were left and had to continue the movement for a separate state. Inspite of those, the movement for a separate state mainly for Khasis, Jaintias and Garos gained momentum and invariably, the Government of India yielded to the political pressure of the peaceful movement for a separate state under the Indian Union. As such, an Autonomous State of Meghalaya under the State of Assam was created on the 2nd April 1970. But experience belied the expectation as the Autonomous State was fraught with unworkable administrative hurdled. So political persuasion for a full fledged state for the people of United Khasi and Jaintia and Garo hills continues and after a period of 21 months, the full statehood was

conferred to Meghalaya on 21st January, 1972 with th e State Capital at Shillong.[1]

On the 21st January 1972, Meghalaya becomes an important landmark in the history of the State and Meghalaya, 'the abode of clouds' as coined by Dr S.K. Chatterjee, Professor Emeritus thus became the 21st State of India[2]. The State has a geographical area of 22,429 sq. kms approximately and has now 7 Districts viz (1) The East Khasi Hills (ii) the West Khasi Hills District (iii) The Jaintia Hills District (iv) The Ri-Bhoi District (v) The East Garo Hills District (vi) The West Garo Hills District and (vii) The South Garo Hills District. Meghalaya is strategically located in the North East between 25.5" and 26.10" North Latitudes and between 98.47" and 97.47" East Longitude. The State is bounded on the North by Assam, on the South and West by Bangladesh and the Eastern and Western boundaries are bordered by Assam[3].

1.1. Khasi Hills District

Khasi Hills District located in the State of Meghalaya. It comprises two districts, namely, East Khasi Hills District and West Khasi Hills District. East Khasi Hills District with its headquarter at Shillong and West Khasi Hills District with its headquarter of Nongstoin. It extended over an area of 7.995 sq km with the total population of 9.55,109 that is 482346 males and 472763 females living in both urban and rural areas. The density of population is 234 person in East Khasi Hills and 56 persons in West Khasi Hills District per Sq.km. Again according to Census Report 2001, there was 74.74% literate person in East Khasi Hills District and 65.50% in West Khasi Hills District. Among the literate persons in each District, the

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[1] Government of Meghalaya;*MEGHALAYA SOCIA-ECONOMIC REVIEW*; Directorate of Economics & Statistics Meghalaya, Shillong, July 2003, P 1

[2] Ibid, Meghalaya Socio Economic Review; P1

[3] Government of Meghalaya, Tenth *Five year Plan 2002-2007*; Draft Proposal Vol. I published by Planning Department; P 1

percentage of male is highest with 74.89% in East Khasi Hills District and 66.74% in West Khasi Hills District, while that of female is 74.88% in East Khasi Hills and 64.21% in West Khasi Hills District.[4] Khasi Hills is bounded by Ribhoi District in the North, by Jaintia Hills in the East, in the South by Bangladesh and in the West by East Garo Hills and South Garo Hills District.

Physiographically the district is well marked with the habitant of the Khasis. The Khasi hills form the Central parts of the plateau. This part can be divided into two sub units, these are:-

(i) Central Upland Zone:
(ii) Southern precipitous Zone:

(i) The Central upland Zone may rightly be called Shillong Plateau. This Plateau is also called Ri Khasi. The ranges have East-West alignment. The highest Peak of the State is Shillong Peak (1961M). The Peak is located in this Central Zone. Many Peaks are almost parallel to Shillong Peak are only the extension of the main range towards the right end. A little Northwest of the main Peak is Kyllang rock (1705m), which is composed of hard granitic rock. In between Mairang and Nongstoin, there is a peak locally known as Mawthadraishan with a height of 1893m, which is the second highest peak of Central Meghalaya[5]. Towards the west of Shillong there is a hill range called Diengiei, which rises up to the height of 1,823 metres.

(ii) The Southern Precipitous Zone:

The Southern face of the plateau is the steepest part of the region locally known as War region. In the Southern steep slopes of West Khasi Hills, the altering ridges and valleys are formed of limestone where the eroded topography is dominated by well jointed limestone

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[4] Government of Meghalaya; *Pocket Statistical Handbook*, 2003, Director of Economic and Statistic, pp 16,17

[5] D.T. Zimba: *Geography of Meghalaya*: 1977; published by Zimba and Sons Lama villa, Shillong; Shillong p 23.

formations. In these joints and fractures the weathering agents produce karst topographic features like caves containing stalactites and stalagmites, steep sided gorges, freshwater springs, under ground drainage and pot holes. These topographic features are similar to the karsts topography developing in Yugoslavia. As the southern part stands as an escarpment and its faces had been subjected to the fluvial erosion due to extremely heavy rainfall, a number of platforms are formed. These kind of platforms can be cited from Cherrapunjee, Mawsynram, Mawlyngbna, Laitkynsew, Mahadeo and Mawja etc. The conical shaped escarpment with vegetal cover in the steeped slope over these region cause the high amount of precipitation from southwest monsoon. A narrow patch of southern most East Khasi Hills district with Shella market and further extension of it in the southern border of Jaintia Hills district with an elevation of 150 meters make another elongated terrace in the southern face of the plateau[6].

In this belt, there is a hot spring at Umjarain near Jakrem, a little away from river Umngi. There are also a number of great falls. Mawsmai falls at Cherrapunjee is the fourth largest falls in India. It falls from a height of 406 m. Another falls worth mentioning is Nohkalikai falls (198 M) down stream. Umlong just west of Sohra river Piyan Sang has its sources over the Central plateau and flows southwards into Bangladesh through Dawki Bridge[7].

Khasi Hills is a Plateau of rolling grasslands, meandering river-green, rolling hills gently sloping towards the Plains and valleys with deep gorges and precipitous ravines. It has a unique fascinating beauty typical and natural in its own way. Coming down from the plains, one feels delighted and refreshed to pass through the sweet scented breeze of the whispering pines. Shillong, "the Scotland of the East' has among its attraction a full-size Polo Ground, excellent Golf link, splendid rides,

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[6] Siddheswar Sarma: *Meghalaya the land and forest*; 2003. Published by Geophil publishing House, Gauhati, Bhabani Offset and imaging system Pvt Ltd, Gauhati,P 20

[7] Opcit; D.T. Zimba; Geography of Meghalaya; p 24

long beautiful driving roads and fine breezy down for a morning gellop all of which go to make Shillong perhaps, the most desirable headquarter of all the local Government. The caves and hot spring full of wonders, the thrilling wild life, the crystal stream and spring all add to the inexhaustible stock of natural beauty, it abounds in magnificent cascading waterfall, fringed with a wide variety of beautiful ferns, moss and orchids. Mention may also be made of the 'sacred groves' a natural treasures house of plants, beautiful trees of all kind, rare orchids rhododendron and a large number of monoliths, table- stones and cromlechs etc[8].

1.2. Population

In Meghalaya there are two major groups - tribal and non-tribal. The Khasis, Jaintias and the Garos form the major ethnic group of original inhabitants of the State. There are however, other tribes like the Kochs, the Hajongs, the Rabhas, the Mikirs and other minor tribes who are also the aboriginal of the State. Although Khasis, Jaintias and Garos are following the same matrilineal system of Society, yet the Garos are of different stocks of race believed to belong to Tibeto Burman Group. The Khasis and Jaintia form an isolated group of Austro Asiatic race who speak the language which belongs to the family of Monkhmer.[9]

The main three scheduled Tribes – the Khasis, Jaintias and Garos speak different dialects, which are recognized by the State Government. The official language of the State is English which serve as the lingua franca for the various language groups. Khasi and Garo, however, are the main language spoken in Meghalaya. The other language commonly spoken in the State includes Bengali, Nepali,

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[8] Helen Giri; *The Khasi under the British Rules* (1824-1947); 1990 published by Bimla Bawri; Donbosco Road Shillong; P.3

[9] Srilekha Majumdar and Torist Mark; *Educational Administration in Meghalaya*, 2003, Vikash Publishing House, Pvt. Ltd. Masjid Road, New Delhi p.p 7-10

Hindi, Assamese, Koch, Rabha, Mikir etc[10]. The total Non-tribal population in Meghalaya is less. The high percentage of Non-tribal population in Shillong and Tura due to their position as administrative headquarters for several years which attracted people from other states in a country[11]

As per 2001 Census, the total population of the State is 23,06,069 (P) as against 17,74,778 in 1991 indicating a decadal growth of 29.94 percent. Nearly 81 percent of population of the State lives in rural areas. The State's population is pre-denominantly tribal and constitutes 90.46 percent of the total population. The scheduled Caste population is barely 0.93 percent and the others form 8.61 percent of the total population of the State. The number of villages as per 2001 census is not yet available but the number of villages as per 1991 Census is 5,484 and the number of villages has increased to 5780 villages in 1998[12]

1.3. Administrative structure

During the initial years, the state consisted of two districts, three Sub-divisions and twenty-four Community Development Blocks. Subsequently, for effective administration the State was divided into five Districts with the creation of the districts of Ribhoi and South Garo Hills District in 1991, the total number of Districts rose to seven (7)[13]. The following are the Districts of the State as per table below:-

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[10] Ibid Srilekha Majumdar and Torist Mark, *Educational Administration in Meghalaya*; 2003 pp, 7-10

[11] G.P. Bhakta; *Geography of Meghalaya* (Rev) 2002 ; published by Bimla Bawri, Don Bosco Road, Shillong; p.82

[12] opcit; Government of Meghalaya; *Tenth Five Year Plan 2002-2007*, Vol I Planning Department, p1

[13] *opcit*, Meghalaya Socio Economic Review. P 124

Table 1.1 Area Population and District headquarter of Meghalaya during1991-2001

Sl. No.	Name of District	Headquarter	Date of Creation	Area in Sq.Km	Population	
					1991 Census	2001 Census
1.	Jaintia Hills	Jowai	21st Feb 1972	3819	220473	295692
2.	East Khasi Hills	Shillong	28th Oct 1976	2748	537906	660994
3.	West Khasi Hills	Nongstoin	28th Oct 1976	5247	220157	294115
4.	Ribhoi	Nongpoh	4th June 1992	2448	127312	192795
5.	West Garo Hills	Tura	23rd Oct 1976	3677	403027	515813
6.	East Garo Hills	Williamnagar	23rd Oct 1976	2603	188830	247555
7.	South Garo Hills	Baghmara	18th June 1992	1887	77073	99105
	Meghalaya		21st Jan 1972	22429	1774778	2306069

The creation of new Districts gradually paved the way for the opening up of more Civil Sub-Divisions. This has been felt in view of demanding situation of better governance in respect of administration and execution of law and order. The following Civil Sub-Division including Sadar-Sub-division are at present functioning in the State as shown below[14]: -

[14] ibid; Meghalaya *Socio Economic* Review. P 6

Table 1.2. Civil Subdivision and their Headquarters

Sl. No.	Name of District	Subdivision	Headquarter	Date of Creation
1.	Jaintia Hills	1. Jowai 2. Khliehriat 3. Amlarem	1. Jowai 2. Khliehriat 3. Amlarem	 27-5-1982 12-11-1976
2.	East Khasi Hills	1. Shillong 2. Sohra	1. Shillong 2. Sohra	22-05-1983
3.	Ribhoi	1. Nongpoh	1. Nongpoh	05-01-1977
4.	West Khasi Hills	1. Nongstoin 2. Mawkyrwat 3. Mairang	1. Nongstoin 2. Mawkyrwat 3. Mairang	 26-06-1982 19-10-1976
5.	East Garo Hills	1. Williamnagar 2. Resubelpara	1. Williamnagar 2. Resubelpara	 30-04-1982
6.	West Garo Hills	1. Tura 2. Dadengiri 3. Ampati	1. Tura 2. Dadengiri 3. Ampati	 17-08-1982 15-10-1982
7.	South Garo Hills	1. Baghmara	1. Baghmara	07-12-1976

1.4. Community and rural development blocks

The aim of community and Rural Development Blocks as known at present is to bring an integrated development of rural area covering all social, cultural and economic aspects of the community through various programmes. This is sought to be achieved through fullest development of available human material resources in rural area with the hope to raise the rural communities to higher level of livings together with their active participation[15].

[15] opcit, *Meghalaya socio Economic Review*, P 8

By the end of Ninth Five Year Plan (1997-2002), there were 39 Community and Rural Development blocks in the State. 30 (thirty) of the Community and Rural Development Blocks were normalized during the Seventh Five Year Plan period. The two blocks created during the Eighth Five Year Plan Period are under process for normalization and the seven new Community and Rural Development Blocks created during the last part of the Ninth five Year Plan will continue to remain as Stage I Blocks during the Tenth Five Year Plan Period. With the creation of the new Community and Rural Development Blocks there will be considerable improvement in extending development activities to those hill terrain areas where villages are not easily accessibly. The 7 (seven) newly created Community and Rural Development Blocks in East Khasi Hills are Jirang in Ribhoi, Mawthadraishan –Kynshi in West Khasi Hills, Gambegre in West Garo Hills, Kharkutta in East Garo Hills and gasuapara in South Garo Hills[16]. The subsequent table provides the population in the Community and Rural Development Blocks of different districts in Khasi Hills only.

Table 1.3. Population in the Community and Rural Development Blocks in East Khasi Hills (Census 1991 and 2001)

Name of Districts and Block Development		Date of Creation	Population of District covered by the Blocks						
			1991 Census			2001 Census			
			Male	Female	Total	Male	Female	Total	Decrease / Increase in %
EAST KHASI HILLS									
1	Mawryngkneng	02.10.63	17973	17941	35914	24583	24597	49180	36.94
2	Mylliem	02-10-53	153270	140703	293973	186027	180599	366626	24.71
3	Mawphlang	01-04-64	23363	23322	46685	27526	28091	55617	19.13
4	Pynursla	01-04-60	23480	23691	47171	27862	28485	56347	19.45
5	Mawsynram	01-04-58	19445	18749	38194	22728	22275	45003	17.83
6	Shella-Bholaganj	01-04-58	23376	22423	45799	27432	26667	54099	18.12
7	Mawkynrew	18-06-81	15187	14983	30170	17029	17093	34122	13.10
8	Laitkroh Khadarshnong	20-03-01	Opened in 2001-						

[16] opcit; *Tenth Five Year Plan*, 2002-2007 p 52

WEST KHASI HILLS									
1	Mairang	02-10-56	32225	30870	63095	40905	39870	80775	28.02
2	Mawkyrwat	01-04-61	28585	27186	55771	25762	25588	51350	
3	Ranikor	07-11-92	Opened after 1991			16413	15456	31869	49.21
4	Nongstoin	01-04-62	31369	29674	61043	37769	36621	74390	21.86
5	Mawshynrut	16-06-81	20681	19567	40248	28310	27421	55731	38.47
6	Mawthadraishan	20-03-01	Opened in 2001						

1.5. Climate of Meghalaya

Climate of Meghalaya Plateau is influenced by elevation and distribution of physical relief. There is a significant influence of alternating pressure cells located in the North West India, and by depression the Bay of Bengal and the South. Thus on the basis of weather conditions, the Meghalaya Plateau has 4 distinct seasons:-

(i) Spring season from March and April

(ii) Summer season from May to September

(iii) Autumn season from October and November

(iv) Winter season from December and January

1.6. Distribution of Rainfall

Meghalaya receive the most of its rainfall from the South-West Monsoon winds. The amount of rainfall depends on the location when the place is located on the windward slope of a hill; the rainfall is more whereas if the place is located on the backward side it receives less rainfall. The total annual rainfall in the Western part of the State is 418 centimeters. About 80 percent of rainfall occurs during the period from April to September. November, December and January are practically dry[17]

In Garo hills an annual average rainfall is 3330 mm, Cherrapunjee receive an annual average rainfall of 12000 mm and

[17] opcit; G.P.Bhakta, *GEOGRAPHY OF MEGHALAYA*; 2002; p 24

Mawsynram 14000. Shillong the Central plateau received an average rainfall only 2400 mm. In the Eastern plateau, Jowai located on ridges receive 3000 mm of rainfall higher than Shillong. Cherrapunjee and Mawsynram the southern slope of Khasi hills receive the heaviest rainfall in the world.[18]

1.7. Literary Rate

Literacy is an important criterion to reflect the progress of individuals at the level of understanding in day to day activities and it is the primary condition of an individual who is able to read and write. As far as literacy is concerned, the ability to read and write is considered as an average level of understanding and comparatively, literate persons are better equipped than their illiterate counterparts. A community with more literate person is considered to be prudently more advanced than their illiterate counterparts.

According to Census reports of the Government of India, the percentage of literate persons of Meghalaya was 29.49% in 1971. The rural percentage of literacy was 23.40% while that of the urban areas was 65.22%. As such Meghalaya occupied the 17th position in All India ranking among the States and Union Territories in 1971. But in 1981 Census, the State slumped to the 22nd position with 34.08% of literacy rate. Inspite of improved rate with 49.1 in 1991 Census, the State still remain in the 22nd position in the rank at all Indian level. According to the latest Census 2001, the percentage of literate persons has gone up to 63.31% but it ranks at All India dropped down to 27th position. The growth in the percentage of literate female between 1991 and 2001 has improved remarkably from 24.56% in 1971 to 60.41% in 2001. It is also observed that the rate of literacy in the rural area of the State has increased from 23.40% to 57%. The following tables show the growth of literacy rate in Meghalaya during the past 30 years.[19]

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[18] R.Gopalakrishnan, *Meghalaya Land and People*, 1995; Omson Publication; New Delhi, P,p 28,29

[19] opcit; Meghalaya Socio Economic Review; P 21.

Table 1.4. Growth in the percentage of literacy in Meghalaya 1971-2001.

Particulars	Years			
	1971	1981	1991	2001
Rural	23.40	27.45	41.05	57.00
Urban	65.22	64.12	81.74	97.19
Total	29.49	34.08	49.10	63.31
Male	34.12	37.89	53.12	66.14
Female	24.56	30.08	44.85	60.41

According to the 2001 Census Report, Government of India, the East Khasi Hills District had shown the highest rate of literate persons in the State with 74.74% while the West Garo Hills District with 50.78% has been reckoned as the lowest. Among the literate person, the percentage of males is higher than that of female and the literacy percentage of males is the highest with 74.89% in the East Khasi Hills while the percentage of 50.13% in Jaintia Hills was the lowest rate in the State. As regards literacy of females, the East Khasi Hills has again shown to be the highest with the percentage of literacy of 74.58% but West Garo hills with 44.41% has been considered to be lowest in the State.

The percentage of literate persons in the rural areas of the Districts in the State was the highest attained by East Khasi Hills with 63.72% while the lowest percentage of the same was only 46.69% shown by the West Garo Hills District. The Ri-Bhoi District recorded the highest percentage of literacy in respect of males in the rural areas of the State with 64.74% while the lowest percentage of 46.03% was accounted by the Jaintia Hills District. The lowest percentage of literate females in the rural area of the State was only 39.52% in West Garo Hills District while the highest percentage literate female has been shown by East Khasi Hills District with 65.60%.

The highest percentage of literate persons in the urban area of the State has been attained by the Jaintia Hills District with record of 91.14% while the lowest percentage of 77.10% was shown by Ri-Bhoi District. It may be remarked that the Jaintia Hills District recorded the highest in respect of male and female percentage of literacy in the urban area by 93.07% and 89.33 % respectively. The Ribhoi District with 79.74% of literate males and 74.34% of literate females has shown the lowest percentage of urban area. The following table shows the literary rates by the District:-

Table 1.5. Growth in the percentage of literacy in Meghalaya District-wise (1971 – 2001)

Literacy rate	Districts							
	East Khasi Hills	West Khasi Hills	Ri-Bhoi	East Garo Hills	West Garo Hills	South Garo Hills	Jaintia Hills	Meghalaya
1. Total								
a. Persons	74.74	65.50	63.67	61.57	50.78	55.21	52.79	63.31
b. Male	74.89	66.74	65.77	67.17	57.12	61.42	50.13	66.14
c. Female	74.58	64.21	61.40	55.72	44.41	48.61	55.52	60.41
2. Rural								
a. Persons	63.72	63.13	62.66	57.97	46.09	52.28	48.97	57.00
b. Male	66.88	64.48	64.74	63.99	52.67	58.79	46.03	59.90
c. Female	65.60	61.73	60.41	51.68	39.52	45.42	52.00	54.02
3. Urban								
a. Persons	88.65	83.83	77.10	82.15	85.17	83.96	91.14	87.12
b. Male	91.50	84.59	79,74	85.32	89.14	86.15	93.07	89.90
c. Female	85.79	83.08	74.34	78.84	81.05	81.43	89.33	84.30

1.8. Education System

Before the advent of the British, there was no formal education system in any corner of the area now known as Meghalaya. The education system in Meghalaya was nurtured by the Christian missionaries. Though during the British Raj, its progress in the region was very slow. Educational development mainly started after independence when the number of schools began to multiply gradually. The progress of education was further enhanced with the launching of the first Five Year Plan and the State and Central Government's efforts to fulfill the aims enshrined in the Constitution of India. Meghalaya had inherited a system of education from Assam, and inherent disparities and deficiencies in basic areas, as revealed by the Third All India Educational Survey conducted just after the creation of the State, were inevitable. However with the emergence of the new state, a new awareness for education was generated which accelerated the growth of education.[20]

1.9. Non-Government Lower Primary Schools

Non-Government lower primary schools play a significant role in contribution of primary schools in the Khasi Hills Districts of Meghalaya. Non-Government Primary schools can be classified into two categories.

(a) Aided and

(b) Un-Aided Lower primary schools.

Aided Schools means recognized schools which receive Grant in aid in the form of maintenance or development grant from the State Government or any other authority designated by the State Government. Non-Government Aided Lower Primary Schools which

[20] Opcit, Srilekha Majumdar and Torist Mark; *Education Administration of Meghalaya*,2000, P 16

fulfill certain prescribed standard are eligible to be brought under deficit system. These schools receive recurring grant-in-aid while other schools receive lumpsum grant of 3000/-per month called adhoc schools. The grant-in-aid is generally fixed according to the availability of Government funds. However, no specified formula particularly for fixation of quantum of assistance appears to be followed in such cases. While un-aided L.P schools or newly permitted schools means the schools which is not run by the Central, State Government, District council or any authority or sponsored by the State Government. The State Government granted only permission for these schools to establish new schools in different villages or areas for the spread of education in Khasi Hills District.

At present, a large percentage of schools in the State are Non-Government primary schools. The majority of these schools belong to the religious missions, primarily the Christian missionaries, which include the Khasi and Jaintia Presbyterian Synod, the Roman Catholic Mission, the Seventh Day Adventists; the Baptist Mission and other local agencies like the traditional Religion of Seng Khasi, the Sein Raid of Jaintia Hills and self help group organisations, The Ramakrishna mission also run School and educational institution in the State.

At present, the Government policy is to encourage a larger participation and involvement of the Non-Governmental agencies in the management of schools. The State Planning Board during its deliberation of the Eight Five year Plan, recommenced the provision of adequate assistance to privately managed primary schools to ensure minimum standard of classroom accommodation, basis teaching aids and adequate number of trained and qualified teacher for the improvement of the quality of education.

Besides the Governmental agencies, the Non Government agencies and the community also play their own roles in the development of education in Meghalaya. The present position of schools under different types of management is known as Aided Lower Primary Schools and the other known as un-Aided Lower Primary Schools.

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Almost all of the primary schools are under non-Government Management and the majority being the deficit and adhoc primary schools. These deficit Lower Primary schools are maintained by the Government and adhoc Lower schools receive only a lump sum grant of Rs. 3000 per month for the salary of teachers from the Government. While un-Aided Lower Primary Schools are not receiving any financial assistance from the Government as the Government granted only the permission for setting up the schools.

In Meghalaya most of the schools are Non-Government Lower primary schools. The schools are managed by the Committee constituted by the Government as per the ordinance. In fact, the committee after it is constituted by Government for a particular tenure take the responsibility of management more or less independently even in the matter of appointment, dismissal, academic supervision, decision making, programme formulation etc. In the non-Government primary schools there is a managing committee or governing body. The member of the managing Committee should consist ten or twelve members and is usually constituted by the organisations and the donors who sponsored or established the schools. If the schools established by the village Dorbar, it is the Dorbar that will constitute a Managing Committee and in respect of the mission schools, the mission or church will constitute the managing committee. With regard to the members of the managing Committee the Secretary of the schools have to submit the list of the members to the office of the Deputy Inspector of Schools for approval.

1.10. Education Structure

Like other states, education system in Meghalaya provides facilities for general education from the pre-primary stage. The primary schools education starts from Class I to IV or V. The system varies from State to State. In Meghalaya, Schools education is normally starts at 5 years and consists of a primary stage. The structure of which

comprises of classes A, B, I, II, III. The Middle English stage consists of Class IV, V, VI and the high school stage Classes VII, VIII, IX and X.[21]

From the academic session of 1990-91, the Primary schools in the State have introduced a revised structure of class I, II, III and IV covering the general age group of 6 to 9 years with a pre primary class attached to each school. The revised curriculum, which was implemented in a phased manner, envisaged the computation of the whole process by the fourth years. Three years of Upper primary or middle school education includes classes (V-VII) for the age group 10 to 12 years and three years of secondary education (Classes VIII – X) for age group of 13 to 15 years. The Higher Secondary Education (Class X-XII) is for students belonging to the age group 16 – 18 years[22].

A uniform structure of school education has been adopted by all states and Union territories of India. However, within the state and the Union territories, there remain variations in the number of classes constituting the primary, upper primary, High and Higher Secondary school stage.

1.11. Meaning of Primary Education

Elementary stage of formal education set up is called primary education. It is a stage when a child starts a formal education instruction in some institutions. Primary education is the first stage of the entire super structure of educational set up in India. The term 'primary education' is understood as a basic stage of education which is either a self contained phase (of various length in various countries) or which forms a part of a longer cycle of general education.

Formal schooling begins with Primary education. The first five years of education are crucial for pupils since the basic three R's (reading, writing and Arithmetic) are fundamental in sciences, social studies and other vital subjects experiences are provided. Universal and

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[21] Government of Meghalaya; *Report of the Education Commission*, 1997; Published by Director of Public Instruction, Meghalaya Shillong P 16

[22] Opcit, Srilekha Majumdar and ToristMark, *Educational administration in Meghalaya*;2000, p 16 - 24

compulsory primary education as envisaged in the constitution of India, emphasizes the fact that all citizens of the country should be educated compulsorily up to a minimum level of education. Primary school lays the foundation for further education and hence this should be considered as the most important aspect of schooling, and deserves maximum encouragement.

The quinquennial Review of the progress of education India (1927-32) states that a burst of enthusiasm swept children into school with unparallel rapidity, an almost childlike faith in the value of education was implemented in the minds of the people. Parents were prepared to make almost any sacrifice for the education of the children. Enlightened women began to storm the citadel of old time prejudice against the education of girls.

In 1964-66, the education commission made an all India Survey of primary education and tried to translate the Constitutional directive into action through its recommendation. The objectives were three folds, Universal provision, Universal enrolment and universal retention[23]

According to education Commission 1964-66, Primary education should consist of seven or eight years divided into two sub-stages- a Lower primary and a higher primary stage of three years. According to our constitution, provision for free and compulsory education for all children upto the age of 14 yeas, since, the child at the age of six is admitted to a primary school. Eight years may be considered as primary education. Our Five-year Plan regarded education from the age of 6 to 14 as primary or elementary education.[24] In the Basic Education terminology stage were divided into Junior and Senior Basic respectively.

Article 45 of the Constitution stipulate free and compulsory education for all children until they complete the age of 14 years. Inspite of concerted efforts and considerable investment by a centre

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[23] Lakshmi S; *Challenges in Indian Education*, 1989, Sterling Publishers Pvt. Ltd. New Delhi; p 6-7
[24] Doaba; B.Ed Guide; 1966; published by Doaba House Delhi; P 17

and State Governments in promoting elementary education, the target of universalisation of elementary education has been achieved. The Revised National Policy on Education 1992 now stipulates that this target should be achieved before the turn of the century.[25]

In 2001 the 83rd Bill was amended, and reintroduced as Constitution (93rd amendment) Bill 2001 in the Parliament with the following provisions

After Article 21 of the Constitution the following article shall be inserted namely-

21-A the State shall provide free and compulsory education to all children at the age of 6-14 years in such manner as the State may by law determine.[26]

The following steps have been taken by the Central and State Government to achieve the directive:-

(1) Large –scale funds have been allocated for spreading primary education.

(2) Large number of primary schools have been opened

(3) Laws of compulsory education are passed

(4) Large scale training of primary schools teachers has been undertaken/

(5) Grade of primary school have been revised

(6) Primary school curriculum has been made purposeful.

In general term, primary education connotes education of 3 R's that is reading, writing and Arithmetic. This is a very narrow and traditional concept and did not lead to much advantage. Real education is something different. Education should aim at bringing about desirable changes in the behaviour of the learner. It helps in the all round development of a child personality in relation to healthy attitudes and good values. These days, student though highly educated are lacking good manners and social etiquettes. This indicates that

[25] Ministry of Human Resources Development; *Annual Report*; 1993-94 Part I, 1994; Published by Government of India Department of Education; P 29

[26] *Educational Tract*; 2002; Nelkamal Publications; Hyderabad; P 27

there is something wrong with the prevailing system of education and needs drastic changes.

The primary schools in the country are run by the Government, Non-Government, local bodies like Autonomous District Council, Panchayat, Zilla Parishad etc. The responsibility of imparting primary education ultimately lies with the State but it has delegated this power to local bodies. They manage the whole show and the State Government provides grant-in-aids. In India, in the previous years education had been a state subject but now it has been put on the concurrent list and that has been done with a view to achieve the target of free and compulsory primary education at the earliest.

1.12. History of Primary Education in India

Before the advent of British rule in India, the formal system of primary education existed in India. This does not mean that no education was being given. It was there but it was given in Maktabs and Pathshalas and was purely indigenous system of education. These indigenous institutions had been there since time immemorial and a part and parcel of Indian cultural and social scene. Before the British Empire in India, we had Christian missionaries who opened elementary schools in various parts of the country and their primary motive was to spread their religion. In the early days of the East India Company, education remained neglected affairs. After the Charter Act of 1813, it felt obliged to educate the masses.[27]

From 1813 to 1859 was a period of small beginnings. There were two reasons which withheld the progress of primary education during this period. Firstly, it was the adoption of the downward filtration theory as an official policy of Government. Secondly, the resources given to the Education Department were meagre in the extreme. The period between 1859 and 1881 was the first period of rapid expansions.

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[27] S.D. Khana, V.K. Saxena, J.P. Lamba, V.Murthy; *Current Problem of Indian Education*;1988(rev) Published by DOABA HOUSE BOOKSELLER & PUBLICATION , Delhi, p 43

The Wood despatch 1854 repudiated the down filtration theory. Local cesses for primary education were levied in the rural areas in most part of the British India. Primary education progressed very rapidly during this period.[28]

It was only as a result of Wood's despatch of 1854 that for the first time in the history of Primary Education in India, some policy was being spelt out. The main points in the policy were:-

(i) To improve the existing indigenous schools

(ii) To open new Government schools according to some set plan.

(iii) To encourage private enterprise through grant-in-aid system.

Inspite of this policy, not much was done by the Government in the field of primary Education.[29]

From 1882 to 1905, Indian Education Commission of 1882 recommended that management of primary education may be transferred to the local institutions. This new system undoubtedly led to some progress but cannot be called satisfactory. The real position was this that by transferring the responsibility of primary education to the local institutions, the Government wanted to get rid of this responsibility. The Governor General of India, Lord Curzon admitted that primary education was so far ignored and disregarded by the Government. He wrote, "I am one of those who think that Government has not fulfilled its duty in this respect"[30]

In the year 1904, there was Government of India resolution on Education in India and Lord Curzon was the prime mover of the resolution. Lord Curzon was keen that something solid was done in the direction of primary education. He allocated Rs. 35 lakhs for spreading of primary education. State Governments also sanctioned money to this purpose.[31]

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[28] opcit; Doaba, *B.Ed Guide*, 1996, p 18

[29] ibid;S.D. Khana, V.K Sexena T.p Lamba , V.Murthy, 1998 p 43

[30] Dr Sharma; *History of Education in India*, 1993, Published by Lakshmi Narain Agarwal Agra, pp 90, 91

[31] opcit;S.D. Khana, V.K. Saxena, T.P. Lamba, V.Jurthy, 1998, p 44

Gokhale Resolution on Indian Education (1911 and 1913); during this period Gopal Krishna Gokhale was also very much concerned towards primary education in India. In 1910 on March 19, Shri Gopal Krishna Gokhale, as a member of the Imperial Legislative Council, moves the following resolution "That this council recommends that a beginning should be made in the direction of making elementary education free and compulsory throughout the country. And that a mixed commission of officials and non-officials is appointed at an early date to frame definite proposal" [32]

1.13. Primary Education Between 1921 – 1947

The year 1921 is a significant landmark in the history of elementary education in India. It was in this year that the control of elementary education was transferred to Indian minister who were responsible to a legislature with a large elected majority. The overall progress of elementary education during this period was faster than in the proceeding one owing to the general social awakening among the people as to the deliberate attempts of the Government and local bodies to expand it both on a voluntary and on a compulsory basis.[33]

The most important event of the history of Indian education during this period is the rapid development of mass education. Prior to this period, the Government's policy had often been criticised for the slow advance of mass education, which was considered as the weakest link in the British educational set up. During this period, Indian public opinion had shown keen interest in mass education and the liquidation of illiteracy. This is all the more expected from the Indian ministers who were now incharge of the education portfolio.

This period is also important as it witnessed:

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[32] B.C. Rai, *History of Indian education*; 1996,published by prakashan Kendra, Luknow p 127
[33] ibid; B.C Rai, History of Indian Education, 1996; P 127

(a) The passing of several acts of primary education in British provinces.

(b) The execution of a several schemes of compulsion and expansion on a voluntary basis

(c) A large increase in the number of schools and pupils; and

(d) Spread of literacy.[34]

The progresses of compulsory primary education continued till 1930 but thereafter from 1931 to 1937 the developments of compulsory education received a set back. There were two main reasons for this. The first cause of this set back was the worldwide economic depression, which also influenced India. Hence, it was quite natural that the expensive schemes of compulsory education were postponed. Secondly, the Hartog Committee, which was appointed in 1927, emphasised that instead of aiming the quantitative increase in primary education special attention should be given to the qualitative progress of primary education and the policy of consolidation of education should be followed. Inspite of great opposition of the people, the Government implemented the suggestion of this committee, which brought about a set back in the expansion of compulsory education.

At the time of provincial autonomy in 1937, Congress Ministries were formed in 6 out of 11 provinces. The congress made vigour efforts to expand compulsory primary education in their provinces. They established primary schools in those villages, where there were no primary schools. Local institutions were given additional grants so that they could meet the expenditure in making the primary education compulsory. Girl's schools were also opened at the places where people demanded it. Those efforts of the Congress Ministries led to a great expansion of Compulsory education. By the time of Independence was achieved, provisions had been made for Compulsory education of boys

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[34] Shiv Kumar Saini, *Development of Education in India*, 1980; Cosmo Publication, New Delhi, Printed at Mehra Offset Press; p 55

in 229 cities and 10,017 villages and for girls in 10 cities and 1404 villages[35].

1.14. Primary Education in India After Independence

After Independence, article 45 of the Constitution of India stipulated that- "The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years" [36]

After Independence India felt the great need of expansion of education at all stages and especially at the stage of primary education i.e. pre-primary and primary or Elementary education. These stages of education correspond to the stages in child development i.e. infancy and childhood. Therefore the National Government took active and sincere steps to make the primary education free, universal and compulsory.

Universalisation of Elementary Education is a constitutional provision and a national commitment of all children in the age group of 6 to 14 i.e. from Class I to Class VIII. Opportunities for this may be provided through formal or non-formal means of education.

The concept of Universalisation signifies that education is for all and not for a selected few. This also means that education is the birth right to every child. Thus, the state shall endeavour to provide elementary education to all children irrespective of caste, sex, religion, economic status and place of birth or living. This will be possible if we make elementary education free and compulsory. The concept of 'free' signifies that no fees will be collected from children for receiving elementary education in educational institutions run by the State or any institution receiving grants out of the state funds. The concept compulsory signifies that all children attaining the age of 6 are to be

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[35] opcit; B.C. Rai, *History of Indian Education*: 1996; P 15

[36] Rudolf C Heredia, *Tribal Education for Community Development*, 1992; published by Ashok Kumar Mittal, New delhi, p 21

enrolled in Class I and should continue until they complete class VIII at the age of 14 years.[37]

Universalisation of elementary education passed through three stages:

(a) Universal Provision: This means that elementary schools should be provided in each area within a walking distance (1 km) of the child, so that all children in the age group 6-11 years are provided with schooling facilities.

(b) Universal enrolment: This means that every child attaining the age of 6 must be enrolled in Class I of an elementary school. This also means compulsory enrolment of all children attaining the age of 6 in an elementary schools. Here it may be mentioned that the Gross enrolment is very often taken amiss as universal enrolment. But the teachers and planners must ensure the net enrolment of children in school, which implies age specific enrolment.

(c) Universal Retention: This means that every child enrolled in class I must continue in the school till he completes class VIII. Children should be properly understood and guided so that they do not leave school before they complete class VIII Course.[38].

1.15. Historical Development of Education in Khasi Hills District since 1813 –1835

In the olden time, Khasi knew nothing about education. But, they had their own way of preserving the education through oral tradition connected with narrative. The forefather of the Khasis always give advices to the younger generations through myths, folktales etc. around the hearth before going to bed. Those kinds of tales were based on environmental surroundings and sometimes on real events from one

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[37] M. Dash: *Education in India Problems and Perspective*; Copy right 2000; Published by Atlantic Publishers and Distributors New Delhi , p 6

[38] ibid; M. Dash; *Education in India Problems and perspectives*;2000, p 8

generation to another. These kinds of tales were repeated orally until they were put in the written form of literature.

Swami Vevikenanda well summarized "Education is the manifestation of the perfection that is already in man" We are aware that our predecessors had no literature, and does not deserve the stigma and the language used by the foreigners and some of our Indian friends, in respect to their lives, manners and culture. The deepest meaning of the term education reveals and reflects the growth of one's personality, one's physical, mental and spiritual faculties. Judged in this light, our forefathers were highly cultured, enlightened and farsighted and their moral conduct and thinking capacity were admirable [39]

The first origin of Education in the District was enunciated and developed in the village of Shella, some one hundred and seventy years ago. It is worth noting the special advantages and possibilities of these people, when the rest of the District remained in darkness having no knowledge about education[40]

During British period in India, the Charter Act of the East India Company of 1813 was the first Educational Policy document clause 43 of East India Act 1813 included educational Policy for India by sanctioning a sum of not less than one lakh of rupees in one year. Encouragement of the learned natives of India, the revival of literature and promotion of knowledge of sciences among Indians were the main consideration of this clause. Macaulay's Minutes of 1835 interpreted the implications of clause 43 of the Charter Act of 1813 by saying that English Education should be the aim of Indian Education and promotion of literature should mean promotion of English literature.[41]

The development of Elementary Education in Khasi and Jaintia Hills District has been resulted of the sincere efforts for more than a

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[39] E.W. Dkhar, *Primary Education in Khasi and Jaintia Hills*, published by Seven hut Enterprise, Shillong 1993, p 14

[40] ibid. E.W. Dkhar, *Primary Education in Khasi& Jaintia Hills*,1993, p 23

[41] R.S. Pandey, *Education yesterday and Today*, Allahabad, 1997, published by Horizon Publisher Allahabad, p 14

century by missionaries, educationists of India and many enlightened persons of Khasi Hills, who have been helped by numerous devoted teachers and social workers of the area. The East India Company which compelled to accept the responsibilities for education of Indians after the Charter Act of 1813 laid the foundation of the State System of Education in India, and encouraged the Christian missionaries in every possible way to come and work in this area.[42]

The first modern primary school in the then United Khasi and Jaintia Hills District to the best of our knowledge was established at the village of Shella, a village 97 km to South of Shillong City in the Border of erstwhile East Pakistan (Now Bangladesh) on the third February 1823, by the Seng Bakhraw or the four duwakdar of the Confederacy. This tradition is an authoritative one and has been affirmed by persons of the past generation who are actively involved in setting it. Few were the qualified person yet who could volunteer themselves to teach in the school. The Duwakdar and the State therefore, invited Shri Takhudhon Mukherjee and Shri Tarini Ghosh, the two educated and talented person from Bengal to handle the school at the Salary of 25 and 20 silver coins annually plus other gifts from the people of the State.[43]

After these years, the first missionary to come to Khasi Hills District for imparting Education in its real sense was Mr. Alexander B. Lish, a young Baptist American missionary, who in the beginning of the year 1832 started a primary school to teach the natives at Bholaganj (a trading centre 18 kilometres to the south of Cherrapunjee), but due to the strong opposition of the native, it seemed that he was compelled to abandon the work. At the end of the same year he proceeded to Cherrapunjee, the administrative station headquarters of the British in

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42 Devika Saikia, *Development of Elementary Education in Khasi and Jaintia Hills*,1984, Shillong, B.R.Saikia prakashan, p 1

43 opcit E.W. Dkhar, *Primary Education in Khasi & Jaintia Hills*, 1993, p 41

the hills, where he started three primary schools at Cherrapunjee, Mawmluh and Mawsmai.

After the British East Indian Company and the Khasi Rajas had duly concluded a peace treaty in 1834, the Missionaries of the Serampur Mission, turned their attention once again to revive the work among the Khasis, whereby, they commissioned Alexander B. Lish to work as a missionary at Cherrapunjee. Alexander B.Lish and John Hughes Morris returned to the hills on January 1834. Mr. Joshua Rowe, who was for sometimes English tutor at Serampur College, accompanied them to establish an English Boarding School at Cherrapunjee. But two years later in 1836, the school at Cherrapunjee made good progress with an average daily attendance of 36 students, but we were not told about the progress of the other two schools at Mawmluh and Mawsmai. In 1837 the Serampur Mission was amalgamated with Baptist Missionary Society and the work in the Hills was abandoned in the next year 1838[44] Needless to say that the Serampore Baptist Missionaries also made the pioneering effort in contribution of primary schools in this hill area

1.16. Development of Primary Education in Khasi Hills Since 1835-1947

After the East India Company rule in India, the second effort was the Welsh Calvinistic Presbyterian Mission located in Sylhet. In the year 1841, Thomas Jones and his wife came to Cherrapunjee to revive the work abandoned by Mr. Alexander B. Lish. They worked with much enthusiasm and ambition to spread Christianity and education among the Khasis. Within a short period of their arrival in Cherrapunjee they trained some teachers from their pupils. At the beginning of the year 1842, the school at Mawsmai was reconstructed and U Lurshai was

[44] opcit E.W. Dkhar, 1993, PP 50, 51

confirmed as a Teacher. The school at Cherrapunjee and Mawmluh were rebuilt in which U Jom and U Nisor were the first teachers.[45]

In the beginning of 1843, another batch of missionaries arrived at Cherrapunjee. They were Rev and Mrs. W. Lewis who later spent their entire lives in the Khasi Hills. They were wholly entrusted with the work of spreading education. With the help of Khasi literates and converts to Christianity they penetrated into the interior regions and set up schools in Shella in 1851. Every year missionaries arrived in this place (Khasi Hills) Schools were also soon opened in Nongsawlia and Shella. As a result, four schools were opened in Nongkhlaw Syiemship in 1853 and the schools that were established were day schools. They were however not popular and were not assisted by grant-in-aid from the Government.[46]

By that time there were six (6) schools altogether. Thus, within a few years Education spread rapidly and there was a great chance eventually to conquer the whole District.[47]

When the Governor-General of India, Lord Dalhousie, received the progress report of the mission field in the hills, he decided immediately after consulting Her Majesty's Government of India, conveyed the decision of the Government in a letter dated January 6th 1854 that the Council agreed that the spreading of education among the Khasis and other hill tribes in those part could be most effectively secured by extending help to the missionary institutions. In this year (dated March 13th 1854) it was intimated that the Council approved of a monthly grant of Rs. 50. It further approved that "the governor had no objection to the use of Missionary books in the schools"[48] and increased the monthly grant from Rs. 50/- to Rs. 500 per month with effect from 1861[49]

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[45] ibid E.W.Dkhar;1993, PP 50, 52, 53

[46] Devika Saikia, *Development of Elementary Education in Khasi and Jaintia Hills*, Shillong, 1984, P2

[47] ibid, E.W. Dkhar,1993, P 59

[48] opcit; E.W.Dkhar; 1993, P 63

[49] Hamlet Bareh; *History and Culture of Khasi People*; Spectrum Publication; Delhi, 1967, P 394

For twelve years Mr. Lewis worked alone in the field. He was relieved at the news of the two missionaries coming to the Hills, Mr. Robert Parry and Mr. Thomas Jones. The former sailed with his wife reached Calcutta in December 1855. The later sailed ten months and accompanied Mr. Pryse to Sylhet in 1857. With the arrival of the two missionaries, a new epoch began in the history of education and that of the Welsh Mission in particular. The following years were years of turmoil and political unrest, till the outbreak of the Sepoy Mutiny in 1857, ever memorable in the annals of Indian History. It was the war of liberation against colonial rule; the Indians were severely crushed due to ill-discipline and ill-organization but the work on the hills was saved. Six years after, the Jaintia war broke out which hindered and afflicted much of the progress of the work in the hills. The conduct of the Christians and the rebellion attracted much attention of evident that the education imparted by its agents (Welsh mission) was not only 'effective in civilizing the natives but in making them peaceful and loyal subjects'. Since that time the British hit upon a duel theory of imperialism and conversionism; and education was their tool.

The grant gave new stimulus to the Mission to spread education throughout the length and breadth of the district. Other native syiems (Raja) and monarchs in their own realms and domains, when they saw what education had done so much to the people in Cherrapunjee and its neighbourhood, were keenly interested to have such education. U Jidor Singh syiem and his followers and admirers attracted by the fragrance of education, were the first from Khadsawphra Syiemship to taste its sweetness. It was reported that they were struck with wonder and amazement to see young Christians as the chapel at Nongsawlia singing songs of praises with all their heart, which they had never witness before. It convinced them that Christianity and education had the power to transform the life of people and the syiem desired that his people should tastes its sweetness. With this attitude, U Jidor Singh Syiem met a missionary and requested him to start school in his kingdom also.

Thus, with the help and encouragement, cooperation and devotion of the Khasi Syiem (Raja) with missionaries the school at Mawnai was erected at the end of the year 1853. The school attracted the attention of many learners and many of its neighboring villages attended the schools. As the result was profound fruitful, school at Nongrmai, Mairang Laitdom and Nongthymmai were erected in the year 1857.[50]

Again in the year 1857, the missionaries opened one school at Lamin and another at Tyrna in border areas. Therefore, the total numbers of schools during the year 1857 were 16 Primary Schools with an enrolment of 240 pupils[51]. Thus the school during this year was increasingly day by day. In 1861, the number of schools shot up to 23 and the number of pupils enrolled being 700 or 800 approximately.[52]

Again in 1863 the school was grown up at Mawdon which was established with the help of u Dorsha, one of the elder village and at Mawdem under the influence of Liar Sirdar. Rapidly, advance was made by Thomas Jones and Mr. Lewis to spread education in many directions in the Districts. According to the statistical report of the year 1866, there were 52 schools with 1500 to 2000 students.[53]

Therefore, in course of time the education in the Khasi Hills was completely in the hands of the Welsh Presbyterian Missionaries.

After these years there was a great development of primary education in Khasi Hills of Meghalaya contributed by the Missionaries with the help of local people to lay down the modern system of education but, however, the conditions were changing fast during this period. In the year 1860, after transfers of the administrative headquarter from Cherrapunjee to Shillong, the mission thought best to start primary school there and began to operate on a greater scale.

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[50] opcit; E.W. Dkhar, 1993, P 64,65
[51] opcit,Devika Saikia,1984, P5
[52] opcit Hamlet Bareh, 1967, P 395
[53] ibid E.W. Dkhar, , 1993 P 64,65

Shillong was by that time the station and the centre of administration in the Hills[54]

When Mr. Jerman Jones worked in the hills as a missionary, he spread education even to the remote areas of the District such as the villages of Mynnar, Mawroh, Warmawsaw, Nongum and many others. By that time education swept over all the people in the District. Hence, there were more than 100 schools over the Districts with 2000 and 3000 scholars. In about the year 1881, a beautiful primary schools was built at Nongkrem, the Headquarter of Syiem of Khyrim In those days, most of the principal town and villages in the Syiemship have at least one primary schools or middle English school, and some of them, like Nongkrem, Smit, Pynursla and Langkyrdem maintained their own High School. From then onwards, the schools in our Districts multiplied steadily. In the year 1886-87 two more schools were opened at Rangthong and Nongkynrih in Khasi Hills respectively.[55]

Another policy document is the Report of the Indian Education Commission of 1882-83. Lord Ripon had appointed the Commission which is also known as Hunter Commission. The Commission recommended for encouragement to indigenous education. Clear policy of legislation and administration of primary education simplification of school administration, establishment of at least one model of high school in a District and a single system of grant-in-aid. It also recommended for taking cooperation of private enterprise"[56]

So far education has reached and developed in every hook and corner of Khasi Hills District as established by the Welsh missionaries. So in 1900-01 there were a total of 325 schools, of them one was a High School, 5 were middle English schools and the rest were primary schools. The percentage of female literacy was 3.4% against 0.4 % recorded in the Assam province[57]

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[54] opcit E.W. Dkhar, , 1993 P ,67
[55] opcit E.W. Dkhar 1993 P 68,69
[56] Opcit, R.S. Pandey, *Education yesterday and Today*, 1997, p 16
[57] opcit, H Bareh, *History and Culture of the Khasi People*; 1967 P 395

We have to bear in mind that the beginning of the Twentieth Century saw a great revival of education in the hills not only of the Welsh Calvinistic Presbyterian Mission but some other foreign mission like Roman Catholic, the Seventh Day Adventist, Baptist Mission and the Church of England. Other Indian organization like Brahmo Samaj and Seng Khasi began their operation in the field of education with more devotion and energetic attention, and therefore, school after school began to spring up in the District in great numbers. In the year 1904, a primary school was commenced at the village of Nongbri and from thence slowly and gradually it spread to all parts of the Khasi & Jaintia Hills District. Within this year 1904 there were more than 400 schools with the number of 7918 scholars.[58]

The mother church in Wales with a small population could hardly provided sufficient resources to Khasi Hills. Only a few missionaries were supported. The missionaries seem to have been concerned with imparting education to the poor and middle class families having started no public school of modern type where the richer family can avail the opportunities.[59]

After the work of Welsh missionary in Khasi Hill, a lot of primary schools sprang up, and till this day, the progress of education inn the Hills is basically the contribution of the Missionaries.

After this year, when Roman Catholic mission came to the hills, more progress in the field of education was resulting. The first mission was the German clergymen who laid the foothold between 1899 and 1990. The mission diarchyed the hills to the need for higher education for the District, and particularly, for Shillong metropolis, and sought to intensity such activities. Having received Government encouragement from time to time, especially in respect of setting up of European schools. The mission started St Anthony's, St Mary's, St Edmund schools and Loreto Convent in Shillong in the year 1901, 1906, 1915 and 1925 respectively. Catholic mission sought therefore to contribute

[58] opcit E.W. Dkhar, 1993 P ,69
[59] opcit Hamlet Bareh, 1967 P 397

the educational progress by opening the Institutions ranging from primary to college standard, whereas, Welsh missionaries educationists actually prepared this field during the decades past. It appear that some older mission provided educational needs to the poor and common people and made no least efforts to produce good career in accepted lines. In 1931-32 there were 223 primary schools and more than 400 students under the charge of Roman Catholic mission and 347 primary schools under the charge of Presbyterian mission who received a total grant of 20,000 from the Government.[60] The contribution of education by the Roman Catholic mission in Khasi Hills District had a great benefit for the pupils. Through these schools contributed by this mission, there are lots of Khasi people who got their education from these schools.

Again, the new religious socio cultural organization "Seng Khasi" was establishes in Shillong by Chandranath Roy the youngest son of Jeebon Roy, who was the founder secretary of the organization. In 1921, the Seng Khasi free morning school was located at Mawkhar Shillong to provide free education for poor children and helped the illiterate persons and backward people. It was a great step for the national awakening of the people in Khasi and Jaintia Hills[61]. Thus, the Seng Khasi School blossomed forth in the same year.

After this year, Roman Catholic Mission and Ramakrishna mission had already cooperated to open a free primary school which was established at the town of Shella (Disong) 97 kms, south of the capital of Shillong on the extreme border with Bangladesh in 1924. The work of education in the District was grown up. Yet Swami Prabhananda with the help of some local leader established another primary schools at Nongwar 4 Kms to the north of Shella in the year 1928[62]. The contribution for primary schools by Ramakrishna Mission have benefited the children in Khasi Hills and promoted education

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[60] ibid Hamlet Bareh,, 1967 Pp 398, 399

[61] opcit Hamlet Bareh,, *Progress of Education in Meghalaya* ;1996,Cosmo Publication, New Delhi, P 195

[62] opcit E.W. Dkhar, 1993 P ,82

towards the development in different areas, and during the century, the Hills witnessed many other religious and educational organization like the Unitarian, the Brahmo Samaj, the Sevenday Adventist, the Church of England, the Baptist mission and church of Christ, who began their activities in promoting and providing educational facilities in the schools. All these schools contributed by these organizations were called non-Government primary schools.

Under the Government of Indian Act 1919, the provincial Government came into existence. All the provincial legislatures of British India passed compulsory education Act between 1918 and 1930. The Government of Assam wanted to make primary education compulsory in Assam. The Assam Government passed the compulsory primary Act in1926. Owing to the financial difficulties, the Act was not implemented. The Government of India Act 1935 introduced important changes in the Government. In the provinces diarchy was abolished. Eleven provinces including Assam were granted provincial autonomy. The Government of Assam prepared ambitious scheme for promotion of elementary education. On 15 August 1947 India became independent. The Assam Government passed the primary education Act in 1947 to introduce free and compulsory education in this stage. In some selected areas, primary education was enforced.[63]

The foundation stone of educational system was laid down during British period of 1935-1947 who had their own policy of education. Primary education in Khasi hills was successful during the British Government in India by the work of missionaries.

Primary education is the desire of the Governor general in Council that the Commission should specially bear in mind the great importance, which the Government attaches to the primary education. The development of elementary education was one of the main objects, contemplated by the Despatch in 1854. The principal object, therefore enquired by the Commission should be the present State of elementary education through the empire, and the means by which this can

[63] Opcit Devika Saikia, 1984 ,P8,9

everywhere be extended and improved. The primary education be regarded as the instruction of the masses through the vernacular and be not necessarily regarded as a portion of institution leading up to the university.[64]

1.17. Development of Primary Education Under Assam Government since 1947 – 1973

After India became Independence, the Assam Government passed the primary Education Act in 1947 to introduce free and compulsory Primary Education gradually in this stage. In some selected areas compulsory primary education was enforced[65]

Abbot and Wood Report on Education (1947) recommendation in regard to the education of the infants and the primary education should be properly, thoroughly and scientifically organized. It should be put into hand of the trained women teachers. This required a good deal of attention to pay to the education for girls and women. In regard primary education, the committee suggested that it should be based more upon the natural interest and activities of young children. It did not encourage book learning very much.[66]

During this period the contribution of Non-Government primary schools by different agencies made a great progress in Khasi Hills. But the main reason for this is that there are many problems and difficulties for the organizational management of the schools due to the lack of financial aid provided by the Government.

The Government of Assam accepted basic education as the future pattern of education in Assam. The Assam Basic Education Act was passed in September 1954. Many primary schools contributed till this year by the missionaries were taken over by the Assam Government

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[64] opcit; R..S. Pandey, *Education yesterday and Today*, 1997, p 24
[65] opcit Devika Saikia, 1984, P 9
[66] opcit; B.C. Rai, 1986, P 153

and these schools were converted into Junior Schools or Senior Basic Schools. In Khasi Hills District, Reid Teacher Centre was converted into Reid Teacher Training Centre.[67]

In 1948, just after independence Basic Education or Primary Education was introduced in the Districts of United Khasi and Jaintia Hills. Mahatma Gandhi, 'the father of nation' outlined the scheme of basic education. According to him, conception is a kind of education combining the mental, physical or intellectual and manual labour. The first Basic Education introduced in the District according to the inspired Gandhian conception and philosophy was Miss Barr Margaret an American missionaries of the Unitarian organization. She was well convinced that Basic education is a well-suited element of education to raise the standard of the people. In 1948, Miss Barr started a Basic School at the Mission Compound, and at Malki, Shillong. The second in the District was the Mawlai Nongkwar Junior and Senior Basic School in the year 1950 under the inspection and guidance of (L) C.D. Khyllep with the cooperation of the local population. In the same year, the same leader founded the Saiden Junior Basic School. Besides her, lot of Primary Basic School was established in Khasi hills. [68]

After Independence, the numbers of primary schools in fact have risen up by leaps and bounds. We have on record the number of schools in 1960-61, were 258 primary schools in Khasi Hills, 312 Primary schools in Garo Hills and191 Primary school in Jaintia Hills.[69]

It was a well-accepted fact that for a few decades following the enforcement of the present Constitution, the management of primary education was to be vested in the three District Councils in the State. The Constitutional provision had necessitated, therefore, the handling over of the primary education from the erstwhile State Government of Assam to the District Councils. The District Council had taken over the management of primary education since the State Government of Assam had transferred the Primary school to them. The administration

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[67] opcit; Devika Saikia; *Development of Elementary Education in Khasi and Jaintia Hills*;1984, p 9
[68] opcit E.W. Dkhar, 1993 P,P ,88, 89
[69] opcit, Hamlet Bareh,, *Progress of Education in Meghalaya* 1996 P 18

of an autonomous District vested in the District Council – The Khasi Hills Autonomous District Council was inaugurated in the middle of 1952, while the Garo Hills Autonomous District Council was inaugurated in 1953 and the Jowai Autonomous District Council was formed in 1967[70]

1.18. Primary Education Since 1972 1993

Meghalaya has certain legal provisions in respect of education. Its present system of education is based on the various acts and codes-primarily codified executive orders, which were enforced during the period of composite state of Assam. Immediately after achieving Statehood in 1972 with the bifurcation of Assam, the State enforced its first Act in 1973 in the context of education called the Meghalaya Board of School education Act, 1973[71].

Since 1972, the autonomous District Councils had taken over the administration of primary education from the Government of Assam, the autonomous District Councils and local bodies was set up under the provision of the Sixth Schedule of the Indian Constitution to have their own Legislative power to establish and manage primary schools. The three autonomous District Councils were set up in Meghalaya; they are authorized to make their own legal provisions in the management of primary education.[72]

The Khasi Hills Autonomous District Councils, by notification dated December 1993, a Commission was set up under the Chairmanship of Shri S.K. Dutta, former Chief Justice of the Gauhati High Court to look into the issue of Primary education[73] Three commissions of enquiry were thus constituted to assess the status of primary education under the Autonomous District Councils.

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[70] B. Lyndem, *A critical Study Of The Development Plans And Programmes In Primary Education In The State Of Meghalaya Since Independence*,1984, unpublished thesis; Nehu, Shillong, P 15

[71] opcit Srilekha Majumdar & Torist Mark,2000, p 36

[72] opcit Srilekha Majumdar & Torist Mark,2000, p 93

[73] Opcit, Hamlet Bareh, *Progress of Education in Meghalaya* 1996, p 15

After the administration of primary school by the autonomous District Council, it gives some grant-in-aid for non-Government school managed by the different agencies.

The management of primary Schools other than those with in the Shillong municipality comes under the control of District Council. The District Council Schools are however, mainly financed by the Government for all expenditures. The District Council or Local body contributes only 17.58% while 3.68% of the funds come from endowments. Since Primary Education is free there are no additional funds from fees. [74]

The growth of primary school in Meghalaya established by the District Councils and voluntary agencies during the year 1975-76 was 3195 schools. In 1980 – 1981 there were 3597 schools, 1985 – 86 were 3692 schools and in 1990 – 1991, were 3920 schools. The number of primary schools has been slightly increased during these years. During the period of 1986 – 91, lots of new primary schools were established in villages. The coverage of primary schools within a walking distance of a kilometer of habitation increases to 80 % which indicates that 20 % of the villages which are still without primary schools within a distance of a kilometer. Considerable to be a reasonable walking distance for children in the hilly areas. Most of these villages are sparsely populated with population even below 200 persons. According to the existing norms, only a village with a population of 300 is considered viable to have a primary school. All villages with a population of 200 are without any facilities for primary schools within a radius of a kilometer are to be considered viable for setting up primary schools[75].

According to the provision of the Sixth Scheduled, the autonomous District Councils may (a) established, construct or manage primary schools; (b) make regulations for their administration with the previous approval of the governor and (c) may prescribe the language

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[74] opcit,*Report of the Education Commission*, 1997; p 68

[75] opcit;Srilekha Majumdar & Torist Mark, 1993, pp46,98, 150

and the manner in which primary education is to be imparted, in primary schools under the District Council Jurisdiction. At the District Council level the administrative set up consist of the Chief Executive members (CEM), the executive members and one Ex Member is in charge of education, the education officers and a few sub inspectors of schools. It is reported that the functioning of the Administrative machinery and the supervision and inspection of school is not effective. There is neither any service condition for the teachers or any regularised system for taking disciplinary action against them. The teacher does not receive their pay regularly. This as inferred by various commissions set up to study the administrative machinery in the autonomous District Council with respect to primary education, is perhaps, due to the fact that the system of grant-in- aid in the District Councils was not systematic and methodical[76].

Non-Government agencies and local bodies contributed a lot to primary schools towards the development of education in Khasi hills, to educate as many as possible in the villages and the backward areas. Through the establishment of primary schools it will be able to eradicate the literacy of the people. So, in Khasi Hills Districts; under the District Council management and administration of primary education the primary schools were rapidly increased till the year 1990-1991.

It was in 1990 – 1991, that the State Government decided to decentralize the administration by appointing Administrator in each District and allow delegation of power to administer Primary school. The District Council cannot bear it alone. During this year the State Government make out their statement pertaining to the extension of term for taking over the administration of primary education including primary school by the Government from the three autonomous District Councils through the six months of extension the Government jurisdiction till the close 1992 is maintained[77].

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[76] ibid; Srilekha Majumdar & Torist Mark, 1993, pp, 91,92

[77] opcit,Hamlet Bareh *Progress of Education in Meghalaya* , 1996, pp, 17,18

The State Government was to provide finance for expenditure incurred on (a) the maintenance of lower primary school (b) The grant – in-aid to the lower primary schools; and (c) the councils to provide primary education as funds may permit. The District Councils were to improve from their own resources the excess of expenditure incurred by them for the proper maintenance and expansion of primary education in their own jurisdiction. However, the main responsibility for its management was with the District Councils since the majority of the primary schools in Meghalaya were under the autonomous District Councils[78].

The new policy is sought to be implemented in the State from 1991. It envisages restructuring the pattern of school education in the State and revising the curriculum within the broad framework of the National pattern of education as laid down in the National policy 1986; Primary education has been prescribed from class I to IV and to confine to the age group of 6 to 9 years. The allocation of the subjects can be broadly be enumerated below: - Apothegmatic, language, Environmental studies, science, creative expression, projective work or work experience, English and Social studies.[79]

Meghalaya Board of Primary school education Act 1988; the Board shall have the powers to supervise regulate and develop primary education in the State and impart ((a) prescribed courses of study and syllabi (b) to conduct examination and declare result thereof: (c) To award certificates, prizes, scholarships and other incentives to the students (d) To publish or select text or supplementary books for the primary schools (e) to advise Government on recognition and development and on other matters concerning primary education including matters relating to physical, moral and social welfare of all students (d) to receive and administer grant from Govt and donation from private individuals or associations (e) To do all such things as may be necessary for the purpose of this Act or the rules and regulations

[78] opcit, Srilekha Majumdar and Torist Mark, 2000, pp,93,94
[79] opcit Hamlet Bareh 1996, p, 21

framed there under. (f) To grant recognition of primary schools for various purposes.[80]

The contribution of primary schools by the different agencies does not rest only with the major missions, churches, minor churches but the support of their respective states or elakas had started their own, and fund provided from their own ends. It is clear that u Khawkham was the fund contributed by churches members or communicants themselves which were periodically consolidated or credited into the fund of the Synod (or Assembly on the erstwhile occasion) which in turn would be disbursed for meeting several requirements and the District Council as well. The villages on the other hand, which had little accession to the administration have sustain on their own strength or resources to initiate and start schools. Hundreds and hundreds of these schools later on graded as private aided and private un-aided have come into existence, scattered over various quarters, and which heavy investment were made by the people themselves, locality, or villages wise. In the list provided, we find school being graded as Government, deficit, aided and un-aided and were understand that bulk of them were raised on the initiative of the people themselves. [81]

1.19. Primary Education From 1993 Onward

The mismanagement of primary schools by the District Council in1980s resulted in teachers not getting their salaries and the school close down because of teachers strike. The Government set up three different commissions to enquire into the allegation of mismanagement in all the three autonomous District Councils. On the recommendation of these commissions in 1990, the State has temporarily taken over the control of primary education. The dual control of primary education by the state and the District Council has impeded, to a great extent, the

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[80] Paul Peta; *Meghalaya Education Code* 1988, Akashi book,Donbosco press, Shillong, pp,,45,48

[81] opcit Hamlet Bareh 1996, p, 203

development of primary education in the State; moreover, there has been, so far, no long term policy decision except adhoc arrangements in respect of primary education administration. This temporary control and adhoc arrangement, further, adversely effected the administration as no permanent set-up could be taken up for the implementing of programmes at the District, Subdivision, or Block level. [82]

Meghalaya Government is taking over of District Council Lower Primary School Act 1993. The total number of primary schools in Meghalaya was 4099 schools (p.22) after the State Government has taken over the control and management of primary schools from the District Councils. The Community participation or local bodies are still continued for the contribution or establishment of primary school in the state though certain modification. After running the schools successfully for a few years, the concerned managing committees appointed by the village Community or the religious organizations, approached the District Inspector of Schools incharge of Primary Education for recognition.

Education at the Sub-divisional level for permission. The schools are enlisted in the Official register as un-aided school. However, during 1986-1993, the number of primary schools increases from 3,692 to 4086 with a percentage increased of 10.7%. There has been a slight increase of about 6 Percent in the number of villages with primary Schools within the habitation. Since 1995 the numbers of Primary Institutions increased to 4225 with the total enrolment of 3, 77,836. About 68% of the new primary Schools have been established in villages or habitation already with

At present, a large number of non-Government primary schools were established in the state, which was funded by the different organisations. Each organisation had their own procedures in administration of the schools. There are 2247 Non- Government primary schools in Khasi Hills District till the Year 2002-2003 that is

[82] Opcit, Srilekha Majumdar & Torist Marak , 1993 p,44

1205 in East Khasi hills District and 1042 schools in West Khasi Hills District.

Non-Governmental agencies are already involved in the educational development and the management of primary education in Khasi Hills District. Accordingly, the contribution of non-Government primary schools is significant especially after the state Government taking over the primary education from the Khasi Hills Autonomous District Council. Though, there are no rules and regulations framed by the state Government. The various educational primary schools have been established in propagating the importance of education for children of different villages. The Non-Government primary schools felt the need for specific legal provisions to enable the Officers of the Education Department to supervise the schools run by the private organisations. This would help to ensure uniformity of standard and overall quality improvement of education. All Non-Government schools have their own managing committee with the members drawn from the local Community. This Committee manage all the programmes of the school, to discuss and review the implementation and progress of various activities in schools.

Non-Government agencies, local bodies and Community participation play their own roles to develop education in Meghalaya. Initially, there was no organisation in educational activities; rather, they responded the need and demand of the society to establish schools without any help. Generally financial aid was made available to them only in the later years. However, their works and efforts were appreciated.[83]

1.20. Studies Related to the Other Programme

1.20.0. Single Teacher Schools

[83] opcit, Srilekha Majumdar & Torist Mark, 1993 P. 89

Single teacher schools have existed in our country since the earliest days and in view of the distribution of the population in a larger number of villages, they are largely to remain a permanent feature of our education landscape. According to the Education commission about 40% of our schools are single teacher schools. In a single teacher school, a teacher has to handle more than one class. Often two, three or four according to the nature of the school. He has to resort to multiple class teaching.

Mr J.P Naik observes in this connection that since the earliest Vedic times, single teacher schools have existed in India and except for the microscopic minority of a few multi teacher institutions, they have always monopolised the whole field of education[84]

In the British Period during 1813-1921, the single teacher schools were allowed to function. All the primary schools established in Bombay State from 1823 to 1853 were single teacher schools. We have enough evidence to show that before 1855 single teacher schools were fairly popular and common in the whole of the country. Later from 1855 to1921, so many single teacher schools were converted into multi teacher schools. Classes were introduced with regular curricula and annual promotion[85]. During this period 1885 to 1921 single teacher schools was marked by the decline of the institutions. This period saw the supreme authority to the Education Department, which were following the English pattern of education. Following factors were responsible for this decline:

(1) Pressure of numbers in schools
(2) The abandonment of the monitorial system
(3) Introduction of classes; with graded curricula
(4) Annual promotions
(5) Village schools were also asked to follow the urban pattern.[86]

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[84] J.C. Aggarwal, *Progeress of Education in free India*,1987,published by Arya book Depot, New Delhi, p. 114
[85] S.K. Kochhar; *Pivotal Issue In Indian Education*; 1981,Sterling publisher PVT.LTD, New Delhi, p 93
[86] Opcit J.C. Aggarwal, *Progress of Education in free India*,1985, p115

From the period 1921 - 1947, there was a large scale criticism on the single teacher schools during this period. Many educators vehemently criticized it without thinking that it had some distinguishing features as well. The first shot in the controversies was fired by the Review of the Progress of Education in India. It stated that "the inefficiency of the ordinary village school wad due, among other things, to the large number of classes assigned to a single teacher.

But the severest of the attacks was made by the Royal Commission in 1928. The Commission maintained, "we cannot reconcile with the idea of a single-teacher managing the whole school. Unless the school, which has at present one teacher, can be provided with an additional teacher is converted into a Branch School consisting of one or two classes only, with the object of providing teaching for young children until they are old to walk to the central school, it is better closed, for it is both ineffective and extravagant. We, therefore recommend that, whatever possible, the policy of establishing "central schools' and of covering 'single-teacher' schools into 'Branch school' should be adopted.

The Hortog Committee 1929 also discourages those schools in the same stream.

"There is not much promise of effective progress in a system which depends so predominantly on the single-teacher schools" Though the attitude of this Committee was hostile, yet it made two valuable recommendations (1) The first is the conversion of the single-teacher school into a branch school teaching two classes only (2) It recommended that teachers should be trained in plural class teaching.[87]

The study reveals that the difficulties of running such schools are:-

(1) Teacher feels lonely.

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[87] opcit S.D. Khana, V,.K,. Saxena, T.P. Lamba, V.Murthy; *Current Problems of Indian Education* 1988, p 105

(2) These schools generally exist in every small village where amenities of life are not available.

(3) The equipment provided in these schools is inadequate.

(4) Teaching several classes simultaneously creates many difficulties.

(5) The teacher has to shoulder a large responsibility. It is very difficult for him to get leave.

(6) It is very difficult for a single teacher to finish the entire syllabus[88]

Education for all children will lead to continuance of such school even in future. So it is essential to look into the problems and difficulties of those single teachers schools and try for their improvement.

1.20.1. Sarva Shiksha Abhiyan

The Scheme of Sarva Shiksha Abhiyan has evolved from the recommendation of the State Education Minister conference held on October 1998, to pursue universal elementary education is the mission made on its meeting held on 16th November 2000. The main features of the Sarva Shiksha Abhiyan have been communicated to the State and Union territory vide letter dated 27-11-2000 and its main features have been communicated to the States/Union Territories[89]

The Central Government launched the Sarva Shiksha Abhiyan (Universal Elementary Education) in 2001. And in 2002, the 93rd Amendment to the Constitution decreed free and compulsory education to all children between the ages 6 and 14. The goal of Sarva Shiksha Abhiyan is to provide meaningful and quality of education to all children between the ages of 6-14 by 2010.

The objectives of Sarva Shiksha Abhiyan are as follows:-

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[88] Ministry of Human Resources Development; *Northeast Education Times*; March, 2002; Government of Meghalaya P 1

[89] opcit,Government of Meghalaya, *North East Education Times March 2002*, P 1

1. All children in schools/education guarantee centre/alternative schools, "Back to School" camp by 2003
2. All children complete five years of primary education by 2007.
3. All children complete eight years of schooling by 2008
4. Focus on quality of Primary education with emphasis on education for life.
5. Bridges all social and gender gaps in primary education by 2007 and in elementary education level by 2010.
6. Universal retention by 2010[90]

The approach is community-owned and village education plan prepared in consultation with Panchayati Raj institutions will form the basis of District Elementary Education Plans. The Sarva Shiksha Abhiyan will cover the entire country with a special focus on educational needs of girls, scheduled caste and scheduled tribes and other children in difficult circumstances. The funding pattern under the scheme is 85:15 between the Central and State Government in the IXth Plan Period, 75:25 in Xth Plan Period and 50:50 thereafter. The Ministry has also set up the National Level Mission under the Chairmanship of the Prime Minister vide Resolution dated 2-1-2001 and the Government aims to cover all the district under Sarva Shiksha Abhiyan by 2002.[91]

Structure for implementation

The Central and State Government will together implement the Sarva Shiksha Abhiyan in partnership with the local Government and the community. A Sara Shish Mission is being formed with the Prime Minister as its chairperson and the Union Minister for Human Resources Development as the vice chairperson. States have their own state level implementation society for Universalisation of Elementary

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[90] website http:\\www.earthinstittuion .columbia.edu/cqsd/documents/baipai-primaryeducation.pdf page 14

[91] North East Education Time, Dec 2001, Shillong, p 7

Education under the chairpersonship of Chief Minister and Education Minister as Vice chairperson.

The Sarva Shiksha Abhiyan will not disturb existing structure in States and districts but would only try to bring convergence in all these efforts. There will be functional decentralisation down to the school level in order to improve community population. In this entire system, for successful functioning the States will extend cooperation from the Panchayat/tribal council, Gram Sabha etc. and also will form accountability framework involving NGOs, teachers, social activists and women's organisation.[92]

The Sarva Shiksha Abhiyan will cover the entire expanse of the country before March 2002 and the duration of the Programme in every district will depend on the District Elementary Education Programme (DEEP) prepared by it as per its need. The Upper limit of the Programme has been fixed at ten years upto 2010.[93]

The Sarva Shiksha Abhiyan Universalisation of Education is becoming a reality after the Central Government released the first installment for implementing of the said programme in the State. Extracting from the Shillong Times, it seems that Education Department had received Rs. 7.95 crores as the first installment for implementing Sarva Shiksha Abhiyan in the State during 2001-2002. The State Government claims that it had released its share of 15% (Rs 140 crores) out of the sanction amount for the purpose. Out of the sanctioned amount of Rs. 26.16 lakh had been disbursed among 667 Lower Primary Schools among 10,250 teachers.[94]

The Central Government share for implementation of the Sarva Shiksha Abhiyan Scheme for 2002-2003 for an amount of Rs. 17 crores. The proposed Annual plan for 2002-03 for the amount of 21.47 crores has been approved by the Education Department and submitted to the Planning Department. Out of 1200 Lower Primary School, 667

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[92] UTPALA KONWAR , *Primary Education in North Eastern State*; 2003 Published by Indradhanush Guwahati, P 226

[93] opcit, UTPALA KONWAR;2003, P 227

[94] *Shillong Times*, dt. 08-01-2003; *New on North East India*, Vol I,ICSSR(NERC) Shillong p 153

have been taken up under Sarva Shiksha Abhiyan scheme. Each school will be given up Rs. 10,000 to buy equipments though Sarva Shiksha Abhiyan, 272 Lower Primary Schools will be upgraded to the Upper Primary Schools, where each school will receive Rs. 50,000. The improvement of School infrastructure has also been taken up under the Scheme as a building grant for 39 Upper Primary Schools at Rs. 3.2 lakhs per school. Repair grant for 1170 L.P. Schools at Rs. 5000 per school and toilet facilities for 608 Lower Primary Schools at Rs. 20,000 per school. District Sarva Shiksha Abhiyan will have also been constituted recently in accordance with the framework of Sarva Shiksha Abhiyan. So as to mobilize the community for effective implementation of education activities in the districts, blocks, cluster and village level.[95]

During the Tenth Plan, under the Sarva Shiksha Abhiyan Scheme, all the Districts will prepare their District Elementary Education Plan, which will reflect all investments being made in the Elementary Sector. There will be a perspective plan, which will give a framework of other activities over a longer time frame to achieve Universalisation of Elementary Education. There will also be an annual work plan and budget that will list the priorities activities to be carried out during the year.[96]

1.20.2. Mid-day-Meal

The enthusiasm for educational expansion among the people of Travancore become evident from the fact that a Scheme of providing Mid-Day-Meal was introduced by the local people in various Districts completely on voluntary basis to the needy children in primary classes, as early as 1920. At that period the attitude of the Government towards the introduction of such scheme at Government expense was quite tepid. The Director of Public Instruction Report to the Secretariat in

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[95] Ibid *Shillong Times*, dt. 08-01-2003; New on North East India, p 153
[96] opcit, Government of Meghalaya , *Tenth Five Year Plan 2002-2007*, p 113

1920 that "The principle that it is parents first duty to feed his children has been accepted by the Government as the policy to adopt in this matter". However, the Government was actually aware of the fact that many school children went without food at noon, partly due to poverty and partly due to the reservation on the part of high caste students take place outside their homes, particularly in the presence of persons belonging to other inferior castes and communities. The Dewan therefore suggested that with a view to help the high castes students, the construction of separate Tiffin room to enable children to keep and eat their Tiffin free from pollution by the other castes. Mid-Day-meals programme runs on public donation were continued for several years in school in different parts of the State on an experimental basis. Introduction of a more widespread system of mid-day meal had to wait till 1940s.[97]

After this year, the programme of providing Mid-Day-Meal to primary school children in India (National Programme of Nutritional Report to Primary Education) was launched on the 15th August 1995. Under this programme cooked mid day meal were to be provided in all Government and Non-Government aided school within 2 years. The aims of the Programme were to improved enrolment and attendance and to take care of nutritional need of children in grade I to V. The State Government in the interim was allowed to distribute non-cooked grains instead of cooked meal. Until 2001, however, only the State of Kerala, Gujarat, Tamilnadu, Madhya Pradesh, Chatisgarh, Orrisa Karnataka and Delhi were providing cooked meal under the Scheme, while the remaining states and union territories continue to provide foodgrains (wheat or rice). In 2001 the Supreme Court of India converted the Mid-Day-Meal into a legal entitlement where the State Government was liable to provide nutritious cooked meal to children in Government and non- Government aided Schools.[98]

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[97] P.R. *Panchamukhi, Studies in Education reform in India*, Vol. II, 1989, Himalaya Publishing House, Bombay, pp 284-285

[98] opcit http://www.earth institution.columbia.edn/cqsd doc./baipai.primary education.pdf p 17

The programme is intended to give boost to Universalisation of primary education by increasing enrolment, retention and attendance and simultaneously imparting upon nutritional status of student in primary classes. Initially, the programme was started in a phase manner to cover all children studying in primary classes (1- V) in Government and Non-Government aided School. Except Private unaided school are not covered under the Programme. In 1997-98, it was extended to cover the whole country. Presently the Programme is being implemented in all states and union territories except Jammu and Kashmir and Lakshadweep, the later run its own programme. The Central Government provided 100 grams foodgrains per child per school day where cooked meal are served, 3 kg foodgrains per student per month where foodgrains are distributed.[99]

In Bihar, the schools are planning to introduce the scheme from December 1995. In Patiya village in Rajgarh District, Mid-Day-Meal Scheme is working exceedingly well as the attendance in Class I and Class II has gone up to 80 percent from a mere 20 percent. Almost all the schools that have commented on the impact of the school meals report and increase in enrolment.[100]

In Meghalaya, the National Programme for food nutrition support to Primary Education popularly known as Mid-Day-Meal Scheme is being implemented. Since 1995, covering all the Government, local body and primary schools on a 80:20 percent have share by the Central and State Government. It is expected that by the turn of the century (1999-2000), the Scheme will cover 80% of primary schools in the State. Since the Meghalaya staple food is rice, only free rice is being given. The quantity of rice allotted to each district is being worked out by Central Government on the basis of enrolment figures furnished by the State to the Central Ministry of Human Resource Development. For the first quarter of the initial phase of the Scheme, the enrolment

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[99] www.nationalprogramemofnationalsupport toprimaryeducation. htm. 7/13/2004 page 1-10

[100] Amarjeet Sinha, *Primary School in India*; 1998; Vikas Publishing House Pvt Ltd, New Delhi; PP 68,69

figures recorded during the Sixth All India Survey in 1993 are being used. The foodgrains are distributed generally, by the school mother teacher council, whenever it exists, or by the school managing committee. According to instructions regarding foodgrains distribution issued by the concerned administrative authority, in consultation with the Inspector of Schools (ISs) or Deputy Inspector of schools (DISs). Various committees at the State, district and village level are responsible for the supervision and monitoring of the programme implementation.[101]

The incentive scheme like provision of Mid-day meal scheme will be expanded during the Ninth five year Plan period.[102]

1.20.3. Examination

Examination should be reformed no child should be detained in the class because detention retards the growth of the child. It wounds his feeling and Sentiments of course the evaluation of educational progress of the child of elementary education must be made. Evaluation aims at qualitative improvement. It should help the child to develop his abilities. The Annual Examination should not be the final criteria to judge a child achievement.[103]

Meghalaya Board of Primary education an autonomous body was established by the Meghalaya Board of Primary Education Act, 1988. Its main function is to prescribe courses of instruction for primary schools stage and to conduct and supervise the primary school living certificate (P.S.L.C) Examination at the end of Class III which, earlier used to be conducted by M.B.O.S.E. [104]

Hence from the academic session 1999 it is decided to introduce the Scheme to standardise Elementary Education (SSEE). Initially the

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[101] Opcit Srilekha Majumdar and ToristMark, *Educational Administration in Meghalaya*; 2000; p, 152
[102] opcit *Ninth Five Year Plan* 2002 – 2007, P, 7.
[103] opcit Devika Saikia, 1984, P, 115
[104] opcit Srilekha Majumdar and Torist Marak, 2000, P 168.

SSEE will be implemented only in rural area by the Director of Mass and Elementary Education.

The scheme to standardise Education at the Primary and upper primary level:

(1) The State have adopted that no public examination policy except the scholarship examination, there is a general complaint that the standard of education have fallen especially at primary and upper primary level. Also there is a difference in the Standard of education between one school and the other even though both of them follow the same curriculum and syllabus. There is a felt need, therefore, to evolve a system where education standard is maintained uniformly in all the schools of the state.

(2) Name of the scheme; in short, the scheme will be called the scheme to standardize Elementary Education (SSEE). It will be cover all primary and upper primary schools recognized by the Government, unrecognized school are also allowed to enter the scheme. Initially the scheme will be implemented in rural areas.

(3) The detailed of the scheme are:-

(a) All schools shall implement the same curriculum and syllabus of the M.B.O.S.E and the prescribed text books.

(b) All schools shall complete the course prescribed by the Board in time.

(c) All schools shall compulsorily conduct annual Promotion Examination.

(d) All schools shall have dates of Examination.

(e) All schools shall have one common question paper for all subjects and for all classes at the Annual Promotion Examination.

(4) Implementation:-

(a) The Deputy Inspector of school or the district social/ Adult Education Officer shall be responsible to conduct this common Annual Promotion Examination at the Sub-Division level or District level will be responsible for question paper setting, printing and distributing to the concerned schools.

(b) The Annual Promotion Examination will be for all Classes I to VII and for all subjects.

(c) The correction of the answer paper of the students will be the responsible of the teachers to assess their own students and their own teaching performances. However, all correct answer papers shall be returned and kept in the office of the Deputy Inspector of schools or District Social Education Officer for verification or cross checking if required. The answer papers will be returned as soon as the results are announced.

(d) The schools shall announce their own result. The result will be based on the subject as well as the other subjects examined by the Schools. However, a consolidated statement of number of students enrolled and promotion be submitted to the office of Deputy Inspector of Schools or District Social Education Officer (DESO).

(e) The selected students who are due to appear for the scholarship Examination of the M.B.O.S.E need not sit for Common Annual Promotion Examination (CAPE).[105]

[105] Director of Elementary and Mass Education Meghalaya No. DEME / GB / MISC / 14/99/15 dt. Shillong the 10th May 1999

At the present day, the role examination for primary school leaving certificate conducted by M.B.O.S.E at the end of Class IV and Class VII i.e. for primary scholarship examination only for the student selected to appear this examination while the common annual promotion conducted by the Deputy Inspector of schools for all the students should appear this examination.

1.20.4. Teacher Training

The training of primary school teachers is imparted through the basic training centres and normal schools. Teachers from middle vernacular schools also receive training in the normal school. The duration of the training in the Basic Training Centre is two years and matriculations are taken for training.[106]

On the suggestion of Sir Thomas Monro, the Governor of Madras, a central school for the professional education of teachers was set up in1826. In 1856, the Madras Normal School was set up. The purpose of setting up this school was to provide teacher competent to take charge elementary vernacular training school.[107] The new policy of Education, 1986 call for the overhaul of teacher education as the first steps towards education reorganization giving particular importance to the training of elementary school teachers, it envisaged that selected institutions would be developed as District institutes of Education and Training (DIET) both for pre-service and in-service courses of elementary school teachers.[108]

In terms of training and equipping the teachers during the plan period, about 1261 primary teachers were given training in Government Basic training course (BICs) and in the Two Teachers Training Institutes viz. Cherra teacher training Centre, Sohra and St. Mary

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[106] R.P. Tiwari, *Problems of Education in North East India*; 1996: Published by Prakash Brothers; Ludhiana , p 127

[107] J.S. Rajput; *Universal of Elementary Education*; 1994 Vikas Publishing House Pvt Ltd New Delhi; P 124

[108] C.L.Kundu, *Indian Year Book on teacher Education*; 1988; Sterling Publishers Private limited; New Delhi: p 132.

Masarello, Jowai. However, St. Masarello was close down during 1999 – 2000 due to the Non-fulfillment of norms laid down by the National Council of Teacher education (MCTE). During the same period, 400 upper primary teachers were trained at the Government Normal Training Schools. In addition 640 primary teachers and 1680 upper primary teachers were provided in-service Training in different school subjects. In the state, 50 Elementary schools teachers from different districts would be send for one month training course during the current financial year at the above institute. In addition, 15 faculty members of Director of Educational Research Training (DERT) and District Institute of Educational Training (DIET) would be deputed for 5 day training in the same institution in January-February 2002.[109]

The State has facilities for providing training to the teacher at the different levels of school education. In addition, there are some Government institutions, which provide training to the elementary schools teachers. Teachers training at the elementary level are provided by two type of teacher's training institute – The Basic Training colleges (BTC) and normal Training Schools (NTS). The BTC and NTS both cater to the needs of the teachers in service and do not conduct any pre-service teacher Training Programme. Besides, there are a few Basic Training Schools, run by the State Government and private bodies, which conducted a two years course for elementary school teachers, teaching upto Class VI.[110]

The Programme of existing training institutions such a normal training schools needs to be reviewed and revised. The curriculum of the Basic Training Schools also needs to be reviewed and revised. It suggested that there should be an emphasis for training teachers for rural schools, and to make the training Programme more relevant to the actual teaching need and the condition in schools. The location of

[109] Government of Meghalaya, *Tenth Five Year Plan* (2002 – 2007) Vol – I, p,118.

[110] Opcit;Srilekha Majumdar and ToristMark, 2000, p 63

Basic Training Schools should be more strategically selected, and they should make a serious effort to teach basic education.[111]

1.20.5. Sources of Educational Finance

Each primary schools under the various management charge different kinds of fees depending on their activities and the main being the fee for tuition, admission, games and library etc while the tuition fees is being fixed by the government, fixing the amount for other fees is left to the discretion of the school management. The Wood Despatch 1854 insisted that some fee, however small could be charged in every primary school on the ground that education is given free will not be properly appreciated. The policy continues to be in vogue till 1901 – 02 and the number of private schools was also comparatively very large till then.[112] Just as the contribution of these different sources finance, Primary Education has varied from time to time; it also varies from state to State.

The financial sources for education are obtained from Governmental and private sources. Governmental sources include Central, State and local bodies, while private sources comprise of two components, namely: (a) compulsory which may include fees, fines etc, from students; and (b) voluntary which may be contribution, endowment etc.

A substantial proportion of the educational expenditure is met from the Governmental sources. Most of Governmental resources, however, are spent on the recurring expenditure covering staff salary etc. The resources for developmental activities are becoming scare with each passing year. Missionary organisations contribute largely towards building up the infrastructures like building, libraries, laboratories, furniture etc, of school sponsored by them.

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[111] Opcit, *Report of the education Commission*, 1997, p, 46.
[112] NCERT, *Indian year Book of Education*, 1964;published by NCERT, New Delhi, SREE SARASWATY Press Calcutta P,485

The state has a large number of privately managed institutions, which contribute a considerable amount of money towards the maintenance of their institutions, payment of teacher's salary, construction of school buildings, etc to conform to the minimum requirement of the Education Department. In the case of the private unaided institutions, this contribution is cent percent. Even in the aided institutions, some teachers are appointed over and above the number of sanctioned number of posts for teachers, and their salaries are paid out of the schools' own funds. There is no study or record to access the amount of contribution made by the non-Government agencies for education in the state. [113]

Non-Governmental finances flow into education in small quantities, mostly through voluntary constitutions of the villagers and organisation such as Parents-teachers associations, Self-help school also exist in some states. Some times the Governments seem to assist mobilization of such resources through matching grants. But all such contribution from the communities should be treated peripheral sources to supplement the level of the funding by the Government. In other words, the core educational activities should not critically depend upon such contributions and the State must ensure the smooth functioning of the core education activities through its own funding. Community tribes can be used for supplementary programmes for additional improvement in quality of primary education.[114]

1.20.6. Parents Teacher Relationship

Parents' teachers' relationship means a feeling of mutual trust and confidence in the parent and teachers. Both the parents and teachers should be active partners in helping the child for his total development. The parents and teachers must understand the need and aspirations of the children for the development of their personality. The

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[113] opcit Srilekha Majumdar and Torist Marak, 2000, p, 135

[114] Digumarti Bhaskara Roa; *Encyclopaedia of Education for All*: Vol. II 1996 APH Publishing Corporation Ansari Road New Delhi P 152

child has certain basic needs like physical and emotional, etc. The child has certain basic need like physical and emotional. The child needs love, affection, security and recognition. As he grows old his needs go on changing. The child seeks to satisfy his basic need through the process of adjustment. There should be at least two or three meetings of the parents and teachers in a year for mutual consultation for the discussion of common problems. Some parents always find fault with the teachers and blame them before their children. The ultimate result is that the children lose confidence in their teachers and will not progress in their studies. The parents should realize the faults and defects of their own children and should try to create an atmosphere when the children can develop their healthy attitude and personality. Parents should be given ample opportunities to participate in the school Programme in the co-curricular activities. The teacher and the school authority will not be able to enroll children if parents do not cooperate.[115]

We conclude, then, that even where parents are able and willing to provide for the instruction of their children at home, it will still be best in general to send them to school. The responsibility between the home and the school must by no means be taken to imply a rigid separation of the two. It is, of course, true that the school (at least the day schools) is mainly responsible for instruction, and only in a less importance degree for the direct formation of characters; whereas parents are chiefly responsible for specifically moral discipline, and only in a slight degree for instruction. The wise parent and teacher will, however, seek to understand each others aims, and to second each other's efforts. So that the child's education will form an organic whole. Nothing can be more demoralising to the child than lack of unity and harmony between his home life and school life. The teacher on his side should understand how immensely his own immediate aims are further by the whole-hearted sympathy of parents; and intelligent parents should on their side try to understand the inevitable limitations of the

[115] opcit,Devika Saikia, 1984, P 121

school and should use their superior knowledge of the child's individual capacity[116]

1.20.7. Setting Up of Lower Primary School

In Meghalaya, except in a few progressive schools- planning is not generally practiced. Any plans made by the schools are, normally, kept restricted to the schools for their own use, especially in mobilising funds for development. Therefore, the planning of new schools after the State Government took over the management of primary schools from the KHADC allow the Non-Government agencies to open schools on their respective areas and it will permit the schools to function on the following conditions:-

(i) Students should not less than 60 in numbers.

(ii) Two qualified teachers should be appointed in the schools i.e. 10+2 qualification.

(iii) They should have their own land for school building.

(iv) The Managing Committee should submit Utilisation Certificate regularly to the office of the Deputy Inspector of Schools.

(v) In respect of the non-Government schools this power rest with the management, except for temporary appointment of staff against leave vacancies.

(vi) Regarding the financial in schools, the heads also have mobilised funds for their schools and maintain audit and accounts records.[117]

The setting up new primary schools in rural areas/school-less villages is a blessing for them and the national norms for setting up schools should be suitably relaxed in tribal areas of Meghalaya.

In Khasi hills, after the British left, there are some schools opened in their respective villages by the tribal people and in course of time it become a way of life of the Khasi tribes to established lower primary schools with its aim to eradicate illiteracy. After independence,

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[116] T.Raymont: *The Principles of Education*, 1949; Published by Orient Longman Limited, Calcutta; P 26.

[117] Source from the Office of the Deputy Inspector of Schools. Shillong

more primary schools were opened and managed by the non-Government agencies like the missions, local durbar or village council, traditional institution or some privately own. These schools run without any financial help from the Khasi Hills Autonomous Districts Councils. There are schools opened by the Khasi Hills Autonomous District Council and during the District Council administered the Lower Primary Schools there are lots of school less villages. After 1993, the Khasi Hills Autonomous District Council handed over the administration of primary schools to the State Government. The state Government granted permission for the non-Government agencies to open schools in different villages. During the 10th Plan period: the numbers of viable school-less villages as indicated in the 6th All India Educational Survey, have since been covered. As per updated figure the number of such villages that having population of 200 + stand at 1155 and even these have been covered by the end of the 9th Plan. It is expected, however that during the ten-year period from 1991-2001 many more villages with 200+ populations would have come up. It would be the endeavours of the State Government to ensure coverage of such villages with schooling facilities during the 10th Plan over and above maintaining on going scheme. In villages with population where provision of population where provision of schooling facility is not viable, alternative facilities such as bridge course residential camps, remedial coaching will be provided.[118]

1.20.8. Incentive Schemes at Primary Level

In the State of Meghalaya, the incentive and welfare service are extended to the students at the primary level of education like provision of free textbooks, uniform and midday meal scheme and will be expanded further during the Ninth plan period. Taking average cost and restricting to poor and deserving children in rural areas, the expenditure of Rs.50.00 lakhs annually for school uniforms, scholarship and stipend, games and sports, it is proposed to earmark

[118] Opcit: Govt of Meghalaya; *Tenth Five Year Plan* 2002-2007; P 120

an annual expenditure of Rs,10.00 lakhs. It is proposed also to earmark Rs.10.00 lakhs annually as state contribution toward the Midday meal scheme.[119]

Beside the scholarship awarded, free textbook and uniforms the state are lagging behind to provide to all the students of primary schools. The State Government usually provides the above schemes only to few selected and needy students. Generally, the provision of uniform has been both inadequate and untimely. The disbursement of scholarship for the primary schools students is so little; it is not effectively able to meet the needs of the children.

1.20.9. Grant-in-Aid

The grant-in-aid system in Indian Education provided a solid foundation to financing of education Grants are given by the Central Government to the State Government or any other local government bodies. The State Government also gives grant to local bodies and private agencies. The local bodies give grant to educational institutions. There are various types of grants that are given by the Central and the State Governments to other bodies for the purpose of educational development.

Grant-in-aid from the Government is available to private institution. When they satisfy certain conditions regarding their management and maintain certain standards of efficiency. Grants to aided schools are calculated on the basis of "approved" expenditure, which consists of salaries of the Staff, contingent expense, maintenance of building, furniture and equipment, rent, taxes etc.[120]

A great change in the financial policy occurred when the Dispatch of 1854 decided to adopt the system of Grant-in-aid to ensure rapid progress of education without increasing expenditure of the Government. In pursuance of this recommendation, the Government of

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[119] Government of Meghalaya *Ninth Five year plan 1997-2002*: Draft proposal Vol-I Planning Department Government of Meghalaya P.6.

[120] R.P.Bhatnagar, Vindhya Agrawal: *Educational; Administration.* 1997 (fourth Edition) Surya Publications, Meerut , P.390.

India decided to provide grant in aid to all schools which imparted a good secular education provided they were under efficient local management and the managers should agree to any condition that might be laid down for the regulation of such grants and also charge some fees from their pupils.[121]

The State Government (Meghalaya) has prescribed rules for processing and sanctioned of grant-in-aid to the different types of Non – Government educational institutions and the rules are applicable to the local body schools and the private aided schools. Recognized educational Institutions under private management are given grant – in - aid. The grants included recurring grant for the maintenance of teacher's salaries and Non-recurring grants for the construction of school building, provision of furniture, library, equipment etc. A privately managed schools, started as a venture school is required to first receive recognition or permission from a competent authority such as the Inspector of School, the Meghalaya Board of School Education etc, before it can be considered for grant – in – aid.[122]

Under the sixth schedule of the Indian Constitution primary schools in the area under the scheduled are managed by the Autonomous District Council. The State Government had been giving aids to these District Councils to manage the Lower Primary Schools under their control. These schools were classified as local body schools. The amount of grant-in-aid covers the full salary of teacher appointed sanctioned posts. Detailed budget estimates with the names of the schools, teachers, their basic pay etc, are furnished by each District Councils. The state Government sanctions the grant- in-aid and releases it on a quarterly basis, with the temporary taking over of the administration of primary schools by the Government, from the District Councils. The grant- in- aid is released to the administrators in charge of these schools. For schools within the Shillong Municipality and Cantonment Board areas, the aid covering teacher's salary is released

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[121] Archana Chakravarty; *History of Education In Assam*, 1826-1919; 1989; Mittal Publication, Delhi p 105

[122] opcit: Srilekha.Majumdar andTorist mark; *Educational Administration in Meghalaya*,2000, P 131.

to the school management through the Deputy Inspector of Schools, Shillong.[123]

Recurring grant-in-aid under this recurring grant can be classified into two categories namely (a) Adhoc grant-in-aid. Adhoc grant-in-aid is a recurring lump sum amount, generally fixed arbitrarily according to the availability of Government fund. The lump sum grant in-aid fixed only for the salary of teachers and (b) In the deficit grant-in-aid the expenditure include salary of the staff at a rate prescribed by the Government, other allowances as admissible and the Government shares of contributory provident funds. In non-recurring grant the Government provides the non-Government primary schools the grants like building, furniture, library, play ground as well as equipment for other extra curricular activities. There are, however, no rules or norms for determined the quantum of non-recurring of different schools and the availability of funds.

1.20.10. Operation Black Board

This scheme launched in 1987. The National Policy on Education, 1986 and Programme of Action have recommended a number of Schemes for the quantitative and qualitative improvement of primary education. One of these has been termed "Operation Blackboard" (OB) which aims at substantial improvement in facilities in Primary education. Operation Blackboard in all elementary schools which have so far been established. It has also prescribed the minimum level of funding for all primary school to be opened in future. The scheme operation blackboard started in 1987- 88 to bring about substantial improvement in facilities in primary schools with the aim of improving retention, has three interdependent components, namely (1) provision of at lease two reasonably large room that are usable in all weather with a deep verandah alongwith separate toilet facilities for boys and girls (ii) Provision of at least two teachers as far as possible

[123] ibid Srilekha Majumdar and Torist Marak, 2000, pp 132, 133

one of them a women in every primary level and (iii) provision of essential teaching and learning materials.[124]

In order to operationalise the revised policy and programme of Action 1992 regarding school facilities, the following three sub-schemes are proposed under operational Blackboard during the Eight Plan:-

(i) Continuation of the on-going operation Blackboard to cover the remaining schools identified in Seventh Plan.

(ii) Expansion of the scheme of operation Blackboard to provide three teachers and three classrooms to the primary schools were enrolment exceeds 100.

(iii) Extension of the scope of operation Blackboard to Upper primary schools.[125] According to the 8th Plan Period, there were 988 primary schools building and 1420 additional rooms were constructed. 934 primary teachers were appointed excluding 1621 teachers sanction under centrally sponsored operation Blackboard Scheme in the State of Meghalaya.[126]

Operation blackboard 1986 improve the schools from their backlogs resulted from several constrains, the Department of Education initiated operation Blackboard scheme to provide grant to State to construct (a) additional classrooms (b) post an additional teacher in single teacher schools (c) provide grants to finance the purchase and distribution of teaching materials and teaching learning aids.[127]

In terms of infrastructural facilities created during the 8th Plan Period, commendable progress was made where 988 primary schools building and 1420 additional rooms were constructed, 934 primary teachers and 700 pre-primary teachers were appointed excluding 1621 teacher sanctioned, under the centrally sponsors operation blackboard scheme in the state of Meghalaya.[128] Since 1993, about 2,000 additional teachers have been appointed in single teacher school

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[124] J.C. Aggarwal; *Development and Planning of Modern Education*; 1982, Vikas publishing House PvT.LTD, P. 93

[125] Opcit; *Ministry Of Human Resource Development; Annual Report 1993-94*, PART I P 31-32.

[126] Opcit: Government of Meghalaya; *Ninth Five year Plan* 1997-2002; P 3

[127] Opcit, Utpala Konwar; *Primary Education in North Eastern State*; 2003,pp, 50, 51.

[128] Opcit,*Ninth five year plan* 1997- 2003,p.3

1.20.11. Pupil- Teachers Ratio

There is a limit up to which the teacher can handle the pupil. The method of teaching, classroom practices and organisation of co curricular activities need to modify keeping in mind the number of pupil under the charge of schools teachers. For efficient conduct of teaching and instruction there is an optimum limit of 20 to 25 children on an average. The set of students under his charge is likely to be heterogeneous in term of pace of learning if the number of students is manageable the teacher can give individual attention to students according to their need.

In Meghalaya the total pupil teacher ratio is 1:37. The pupil teacher ratio in different district of the state can be shown in the following table:-

Table 1.6- indicates the total pupil teacher ratio.

SL. No.	DISTRICTWISE	PUPIL TEACHER RATIO
1	Jaintia Hills	1:21
2	East Khasi hills	1:34
3	Ri-Bhoi District	1:34
4	West Khasi Hill	1:38
5	East Garo hills	1:28
6	West Garo hills	1:44
7	South Garo hills	1:42
	Total	1:37

It is observed from the table above that West Garo hills district is the highest pupil teacher ratio in the state i.e. 1:44 and Jaintia hills is the lowest 1:21.

1.20.12. Enrolment in Primary Schools

With the growth of primary or junior basic schools, enrolment at the institution also indicated an increasing trend. It is observed that the total enrolment in primary or junior basic school there were 3,83,258 students in 1997-98.According to latest available data such enrolment in primary and junior basic schools went up to 4,02,343 in 1998-99.[129]

Table 1.7. Class wise Enrolment in Educational Institution.

Class	1996-97	1997-98	1998-99
1	2	3	4
Class 1	104154	105121	108493
Class II	64875	65573	66670
Class III	51564	51935	52577
Class IV	41510	41893	46373
Class V	37633	38060	39455

Table 1.8. Enrolment in primary school in the different district

SL. No.	DISTRICT	ENROLMENT YEAR 1997-98		
		BOYS	GIRLS	Total
1	Jaintia Hills	15539	19563	35102
2	East Khasi hills	40157	40402	80559
3	Ri-Bhoi District	12707	13209	25916
4	West Khasi Hill	41046	39657	80703
5	East Garo hills	25986	24312	50298
6	West Garo hills	49865	44900	94765
7	South Garo hills	12533	10958	23491
	Total	197833	193001	390834

[129] opcit, *Statistical handbook*,2003,p,129

The total enrolment of boys is higher than girls' students in Meghalaya during 1997-98.

1.20.13. Management of Elementary Education

In management of elementary education, the authority which has runs a school determines the types of management for it – Government, local body or private body receiving Government aid or not receiving Government- aid. The school may therefore, be classified according to their management as Government schools, local body schools, private schools and private un-aided school.[130]

In Meghalaya "the National policy of Education and its Programme of Action had emphasized the importance of decentralization of planning and management education at all levels. During the 9th Plan it is proposed to improved and strengthen the system of educational planning and management in the State by decentralizing the process at the district, sub-division, block and village level, establishing school complexes, institutional charges at appropriate level and strengthen management information system. An expenditure of Rs. 20 lakhs per year is earmarked for the purpose under the head Direction and Administration and Deputy Inspector of School"[131] In the State, the non-Government Aided Lower Primary Schools are wholly manage by the Government while un-Aided Lower Primary Schools, the State Government granted only for permission to open the schools but the responsibility to maintain depend on their own resources.

Under the Meghalaya Act No.6 of 1994:

(a) A managing Committee consisting of not more than ten members may be constituted by a village authority or durbar and such

[130] opcit: NCERT; *Fifth All India Educational Survey*; Vol I P 8
[131] opcit : Govt of Meghalaya; *Ninth Five Year Plan* 12997-2002; p 10

managing committee member shall required approval of the State Government and, unless so approved shall not be deemed to have been validity constituted.

(b) The State Government may nominate two of its officers to be ex-officio members of a managing Committee referred to sub section (i)

(c) The State Government may from time to time give direction to a managing Committee for managing the affairs of the school and the committee shall comply with such direction.

(d) Subject to the provisions of sub section (5) the properties moveable and immoveable, and other assets of a school so taken over shall be managed and administered by the managing Committee of the School.[132]

1.21. Need of the Study

The Annual report 1977 of the Ministry of Human Resource Development and education of India envisages the policy and resolved to make the right to free and compulsory elementary education, a fundamental right and to enforce it through suitable statutory measures. The Government has accepted Universalisation of education as a national goal since 1956. In order to achieve the national objectives the state of Maharashtra, Goa, Tamilnadu, Kerela, Karnataka, Andhra Pradesh, Assam etc have implemented the scheme of Universalisation of education upto the age of 14 years i.e. Class VIII. The main purpose for this free and compulsory education for all children is to eradicate illiteracy and poverty from the country.

But unfortunately, the Government of Meghalaya has failed to cater the need of the school going children in the State, as a majority of the schools in Khasi Hills District were or are established by churches, like Presbyterian Church, Church of God, Seventh day Adventist, Roman catholic mission etc, local Dorbar, NGOs (self-help group),

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[132] opcit, *Meghalaya Education Code*; 1994; P 65,66

Ramakrishna organisation, Buddhist organization, private or individual parties. At present, there are 595 non-governments Lower Primary School and 133 un-aided newly permitted schools in East Khasi hills District alone. The non-Government aided lower Primary Schools receive and adhoc grants of Rs. 3000 per month. And unaided newly permitted schools are receiving no cash amount or grant in aid except that the Government official recognised their existence. At large, these two types of schools have either one or two teachers at the most. The salary and the expenses of the schools are borne by the managing Committee of the Dorbars, religious bodies or private institution etc. The schools were set up with an aim to impart education to children of the villages. It is therefore, necessary to study how the non-Government aided lower primary schools and the un-aided lower primary schools exist and flourish without the support of either the State Government or the Khasi Hills Autonomous District Council. It is therefore desirable that such investigation will throw light on the contribution of Non-Government aided and un-aided lower primary schools in Khasi Hills districts of Meghalaya. Again no other study on this subject was undertaken by the earlier researcher on Khasi hills Districts. Hence the present study will highlight the contribution of Non-Government lower Primary schools towards the development of primary education in Khasi Hills Districts

1.22. Statement of the Problem

The problem under investigation read as Contribution of non – Government Primary Schools towards the development of primary education in Khasi Hills Districts of Meghalaya: An Appraisal.

1.23. Definition of the Term Used

In the present study the following definition of the terms have been accepted –

(1) Contribution:- The term contribution in this study refers to the service rendered by the Non-Government Lower Primary schools towards the development of Education in Khasi Hills District.

(2) Non-Government Lower Primary schools:- Non –Government Lower Primary Schools means the schools run by the different organisation like NGOs, Mission, and Private Parties etc without any Governmental support at the initial stage. Non-Government primary schools classified into two categories (a) aided and (b) u-Aided Lower Primary Schools.

(a) Aided Lower Primary Schools means recognised schools which received grant-in-aid from the Government or any authority designated by the State Government for maintenance of the schools.

(b) Un-aided primary or newly permitted schools means the schools which is not run by the Central, State Government, District Councils or any authority designated or sponsored by the State Government, but are those schools wholly maintained by the owner of the schools or managing Committee. Un-Aided Lower Primary Schools do not receive any grant-in-aid from the Government. The Government granted only permission for establishing new schools in different areas for the development of education in Khasi Hills Districts.

Primary Education: Means education imparted in a primary or junior basic school or its equivalent. According to the Meghalaya Board of School Education Act 1973.

(3) Khasi Hills District – Khasi Hills District located in the State of Meghalaya. It comprises two districts namely: Eat Khasi Hills District with its Headquarter at Shillong and West Khasi Hills District with its headquarter at Nongstoin.

1.24. Objectives of the Present Study

The major objectives of the present study are as follows:-

(1) To study the growth and development of Non-Government Primary Schools in Khasi Hills Districts.

(2) To find out the physical facilities available in such schools.

(3) To find out the human resources available in these schools

(4) To study the financial status of these schools.

(5) To find out the problems faced by the school teachers, parents and students.

(6) To suggest measures for improvement of such schools.

1.25. Delimitation of the Study

The present study is delimited on the following grounds;-

(1) The study is delimited only in two districts of Meghalaya that is, East Khasi Hills and West Khasi Hills Districts.

(2) The study is delimited strictly on the Lower Primary schools covering the Classes I to IV