

# A CRITICAL STUDY OF THE ROLE PLAYED BY *THE SCERT* TOWARDS QUALITATIVE IMPROVEMENT OF SCHOOL EDUCATION IN MEGHALAYA



Thesis Submitted for the Degree of  
**DOCTOR OF PHILOSOPHY IN EDUCATION**

**CREAMLIMON NONGBRI**

To



Department of Education  
School of Humanities and Education  
**THE NORTH-EASTERN HILL UNIVERSITY**

Shillong, Mawkynroh

Shillong - 793022

**JUNE - 1996**

**NEHU LIBRARY**

Acc. No.....103240.....

Acc. by .....*M. Nongbri*.....

Date .....*26/8/96*.....

Class by.....

Sub Heading by.....

Enter by.....

Transcribed by.....



पूर्वोत्तर पर्वतीय विश्वविद्यालय

Phone 1  
Grams 1 NEHU

प० प० विवि० परिसर, शिलांग-७६३०२२ (मेघालय)

# North-Eastern Hill University

Dr. P.P. Gokulanathan  
Professor  
Department of Education

NEHU Campus, Shillong - 793022 (Meghalaya)

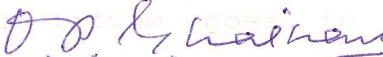
## ACKNOWLEDGEMENTS

### SUPERVISOR'S CERTIFICATE

I certify that the thesis entitled **A Critical Study of the Role Played by the SCERT towards Qualitative Improvement of School Education in Meghalaya**, submitted by **Miss Creamlimon Nongbri**, for the **Degree of Doctor of Philosophy** of the North-Eastern Hill University, Shillong, embodies the record of original investigation carried out by her. She has been duly registered and the thesis presented is worthy of being considered for the award of the Ph.D. Degree.

This work has not been submitted for any Degree of any other University.

Dated, Shillong,  
the 18 June, 1996

  
P.P. Gokulanathan  
Supervisor

## ACKNOWLEDGEMENTS

I consider myself very fortunate to have had the opportunity to work under the supervision of Dr. P.F. Gokulanathan, Professor Education Department, NEHU, who with his experienced, patience and able guidance and advice has enabled me to complete this research work. I owe him a special gratitude for this.

I would also like to offer my gratitude to all the Members of the Faculty, Educational Department, NEHU, for all their valuable guidance and suggestions. I would also like to offer my thanks to all the Staff of Education Department, NEHU.

I am also indebted to the Department of Education, Government of Meghalaya, for granting me study leave for undertaking this work. My special gratitude goes to the Director, SCERT and all the Academic Officers and Staff of SCERT in particular and to all officers and staff of Education Department in general, Government of Meghalaya, for their help and encouragement.

I would also like to express my sincere thanks to Mr. Godfrey Pathaw who has patiently and willingly typed out this work.

My sincere and humble gratitude goes to my parents and all members of my family who have been a source of encouragement and strength throughout the course of my academic pursuits.

To all those who have not been mentioned here but who have directly and indirectly helped me, I offer my heartfelt gratitude.

I dedicate this research work in memory of my brother late Bankiew Arted Nongbri who had inspired me to undertake this work.

June 19<sup>th</sup>, 1996

  
CREAMLIMON NONGBRI

# CONTENTS

Page Number

ACKNOWLEDGEMENTS

LIST OF TABLES

LIST OF FIGURES

|                    |   |              |
|--------------------|---|--------------|
| <b>Chapter-I</b>   | <b>INTRODUCTION</b>   | <b>1-37</b>  |
| 1.0.               | The Context   | 1            |
| 1.1.               | A Brief History of Education in the State                       | 7            |
| 1.2.               | Meghalaya : An Overview   | 10           |
| 1.3.               | The Educational Structure in the State ..                       | 14           |
| 1.4.               | The Size of the System  | 23           |
| 1.5.               | The Administrative Machinery                                    | 26           |
| 1.6.               | Need of the Study   | 31           |
| 1.7.               | Statement of the Problem  | 32           |
| 1.8.               | Definition of the Terms   | 33           |
| 1.9.               | Scope of the Study  | 33           |
| 1.10.              | Objectives of the Study   | 35           |
| 1.11.              | Limitation of the Study   | 36           |
| <b>Chapter-II:</b> | <b>REVIEW OF RELATED LITERATURE</b>                             | <b>38-78</b> |
| 2.0.               | Introduction  | 38           |
| 2.1.               | Institutional Studies   | 46           |
| 2.2.               | Studies Related to Curriculum, Methods of Teaching and Training | 53           |
| 2.2:1.             | Curriculum Studies  | 53           |

|   | <u>Page Number</u>   |
|---|--|
| 2.2:2   | Studies on Methods of Teaching ..... 60  |
| 2.2:3   | Studies Related to Textbooks ..... 65  |
| 2.2:4   | Studies on Inservice Teacher Education<br>and Training ..... 71  |
| 2.3.  | Conclusion ..... 77  |
| <b>Chapter-III: METHODOLOGY AND PROCEDURE</b>       | <b>79-87</b>   |
| 3.0.  | Rationale ..... 79   |
| 3.1.  | Sources of Data ..... 79   |
| 3.1:1   | Study of Relevant Records and Other<br>Literature ..... 80   |
| 3.1:2   | Discussion with Education Officers ..... 80  |
| 3.1:3   | Data Collected through Questionnaires ... 81   |
| 3.1:4   | Development of Interview Schedule ..... 83   |
| 3.2   | Population and Sample of the Study ..... 83  |
| 3.3   | Collection of Data ..... 85  |
| 3.3:1   | Administration of Questionnaire ..... 85   |
| 3.3:2   | Administration of Interview Schedule .... 86   |
| 3.4   | Data Analysis ..... 86   |
| <b>Chapter-IV : ORIGIN AND DEVELOPMENT OF SCERT</b> | <b>88-127</b>  |
|   | <b>MEGHALAYA</b>   |
| 4.0   | Introduction ..... 88  |
| 4.1   | Origin of SCERT ..... 89   |
| 4.2   | Justification for Constitution of a ... 95<br>State Council of Educational Research<br>and Training (SCERT) in Meghalaya |
| 4.3   | Constitution of the SCERT ..... 100  |

|                  |   |                |
|------------------|---|----------------|
| 4.4              | Main Functions of SCERT .....   | 102            |
| 4.5              | Development of SCERT in Meghalaya .....                               | 104            |
| 4.6              | Expenditure of SCERT .....  | 114            |
| 4.7              | The Role of SCERT, Meghalaya .....                                    | 116            |
| 4.8              | Establishment of DIET in Meghalaya .....                              | 119            |
| 4.9              | Conclusion .....  | 126            |
| <b>Chapter-V</b> | <b>: ANALYSIS OF PROGRAMMES AND ACTIVITIES<br/>OF THE SCERT .....</b> | <b>128-318</b> |
| 5.0              | Introduction .....  | 128            |
| 5.0.1            | Seminars .....  | 128            |
| 5.1              | Research and Development .....  | 136            |
| 5.1:1.1          | Studies on School Education .....                                     | 140            |
| 5.1:1.2          | Researches and Curriculum Development ...                             | 145            |
| 5.1:1.3          | Studies on Educational and Vocational<br>Needs of the Students .....  | 146            |
| 5.1:1.4          | Studies on Wastage and Stagnation .....                               | 150            |
| 5.1:1.5          | Classroom Improvement Research and Survey                             | 156            |
| 5.1:1.6          | Survey and Study on the Students' .....                               | 161            |
|                  | Performance   |                |
| 5.1:2.0          | Analysis on the Research Activities of ..<br>the SCERT                | 163            |
| 5.1:2.1          | Study on School Education .....                                       | 164            |
| 5.1:2.2          | Research on Curriculum Development .....                              | 165            |
| 5.1:2.3          | Educational and Vocational Survey .....                               | 166            |
| 5.1:2.4          | Research on Wastage and Stagnation .....                              | 167            |
| 5.1:2.5          | Surveys on Performance of Students .....                              | 168            |

|         |  |     |
|---------|--|-----|
| 5.2     | Curriculum Development .....   | 169 |
| 5.2:1.1 | Development of Primary Education Curriculum .....  | 171 |
| 5.2:1.2 | Development of Elementary Teacher Education Curriculum .....   | 176 |
| 5.2:1.3 | Development of Curriculum at Secondary Stage ..  | 178 |
| 5.2:1.4 | Higher Secondary Stage (+2 Stage) .....  | 182 |
| 5.2:2.0 | An Assessment of the Present School Curriculum .....   | 183 |
| 5.2:2.1 | National Curriculum Framework .....  | 184 |
| 5.2:2.2 | Curriculum of the State of Meghalaya ....  | 187 |
| 5.2:2.3 | Comparison of Old and New Curriculum of the State ....   | 189 |
| 5.2:3.0 | Development of Instructional Materials ..  | 209 |
| 5.2:3.1 | Development of Instructional Materials at the Primary Stage ..   | 209 |
| 5.2:3.2 | Development of Instructional Materials at the Upper Primary and Secondary Stages ..                      | 211 |
| 5.2:4   | Evaluation of Instructional Materials for Classes-I and II ...   | 222 |
| 5.3     | Training and Extension .....   | 232 |
| 5.3:1   | General Training Programme .....   | 233 |
| 5.3:2   | Subject-Centred Training .....   | 243 |
| 5.3:3   | Supportive Programme .....   | 249 |
| 5.3:4   | Extension Services .....   | 263 |
| 5.4:0   | Evaluation of Training Programmes of SCERT : Responses of Teachers towards the Training Programmes ..... | 266 |

Page Number

|              |   |         |
|--------------|---|---------|
| 5.5:0        | Assessment of the SCERT Programmes by ...<br>the Field Officers | 297     |
| 5.6:0        | Responses of Academic Officers of .....<br>SCERT                | 310     |
| Chapter-VI : | DISCUSSION OF FINDINGS .....                                    | 319-343 |
| Chapter-VII: | SUMMARY AND FINDINGS .....                                      | 344-363 |
|              | BIBLIOGRAPHY .....  | 364-387 |
|              | APPENDICES  |         |

## LIST OF TABLES

| <u>Table</u>  | <u>Page Number</u> : |
|---|----------------------|
| 1.1 District-wise Population of the State .....                           | 11                   |
| 1.2 District-wise Literacy Pattern in the State ...                       | 13                   |
| 1.3 Enrolment Pattern between the Fifth and the ...<br>Sixth Surveys      | 24                   |
| 4.1 Expenditure Pattern of SCERT .....                                    | 114                  |
| 5.01 Number of High Schools Covered .....                                 | 141                  |
| 5.02 School on the Availability of Facilities .....                       | 141                  |
| 5.03 Teachers with Training and their Qualifi- .....<br>cations           | 142                  |
| 5.04 Number of Teachers Trained in Different .....<br>Training Programmes | 242                  |
| 5.05 Number of Teachers Trained in Science .....<br>and Mathematics       | 245                  |
| 5.06 Number of Teachers Trained in Language.....                          | 246                  |
| 5.07 Number of Teachers Trained in History .....                          | 248                  |
| 5.08 Number of Teachers Trained in SUPW and .....<br>CE                   | 249                  |
| 5.09 Extension Services of SCERT .....                                    | 264                  |
| 5.10 General Information about the Respon- .....<br>dents (1st Programme) | 268                  |
| 5.11 Duration of Training Programme .....                                 | 269                  |
| 5.12 Objectives of the Trainings Fulfilled .....<br>or Not                | 270                  |
| 5.13 Competency of Resource Persons .....                                 | 271                  |
| 5.14 Content of Training.....   | 272                  |
| 5.15 Methods of Teaching.....   | 273                  |

Table

Page Number :

|      |  |                        |
|------|--|------------------------|
| 5.16 | Overall Assessment of the Programme .....                    | 274                    |
| 5.17 | Rural/Urban Comparison.....                                  | 276                    |
| 5.18 | A Comparison of Responses by Experience .....<br>of Teachers | 278                    |
| 5.19 | Male/Female Comparison.....                                  | 280                    |
| 5.20 | A Comparison of Responses by Qualification.....              | 282                    |
| 5.21 | General Information of Respondents (2nd .....<br>Programme)  | 287                    |
| 5.22 | Knowledge about the Subject .....                            | 288                    |
| 5.23 | Skills Learnt during the Training .....                      | 289                    |
| 5.24 | Implementation of SUPW in Schools .....                      | 291                    |
| 5.25 | Evaluation of SUPW in Schools .....                          | 291                    |
| 5.26 | Regarding the Training Objectives .....                      | 294<br>(3rd Programme) |
| 5.27 | Relevance of Content of the Training.....                    | 295                    |
| 5.28 | Method Used during the Training .....                        | 296                    |

## **LIST OF FIGURES**

- Fig.1 - Meghalaya Educational Ladder
- Fig.2 - Meghalaya Educational Administrative Set-Up at the Secretariat Level
- Fig.3 - Meghalaya Educational Administrative Set-Up at the Directorate Level
- Fig.4 - Meghalaya Organogram at the Inspectorate Level
- Fig.5 - Organogram of the SCERT

**Chapter-I**

---

**INTRODUCTION**

---

## 1.0 The Context

The role of education as the most important factor in the development of a nation is universally accepted. Therefore, all developing countries accord high priority to educational development including the quality aspect so that they produce the right kind of personnel they need. The quality of education as we know, largely depends upon the quality of teachers. It is being realised that the existing education and training of teachers imparted in teacher education institutions has certain limitations.<sup>1</sup> With the explosion of knowledge in the present day world, there is a need for continuous updating of the general knowledge level of teachers who may have undergone training earlier. It does, therefore, seem necessary to equip teachers with such knowledge and skills as would stand well for his/her professional life. Hence, the need of in-service training and a continuous process of education beginning with the pre-service training or preparation and continuing it throughout the teacher's career.

Along with the continuous process of preparing the teachers, there is a need for self-motivation of teachers for

---

1. Gowda, A.C.D., Inservice Education of Secondary School Teachers, The Fourth Indian Year Book of Education, Secondary Education, NCERT, The Publication Unit, 1985, New Delhi, p.417.

professional growth.<sup>1</sup> This requires developing a new kind of relationship with the learners providing them the freedom to raise questions and creating a learning environment without restriction. An indicator of the success of a teacher could be the extent to which he is able to inculcate in his students the desire to raise questions, the answer to which the teacher has to search and provide.

Research requires an attitude of mind which is favourable to finding out truth by increasing search for it and this can only be created and promoted by conscious effort. Mere textbook instruction or teaching without active student participation will not help in promoting the learning environment. It requires introducing our teacher to a large number of books on the same theme and asking one to search out points or viewpoints. This work should form part of his search strategy to produce quality material for the benefit of his students. The relation between research and educational reconstruction is not yet clear to most of our teachers. Pillai<sup>2</sup> has had experience of learned colleagues doubting whether anything tangible is achieved by research in

---

1. Sharma, A.K. & L.C.Singh, NCTE Bulletin In-service Education, NCTE Secretariat, DTESE & ES, NCERT, New Delhi-16, Sept-Dec. 1989, Vol.1 No.2&3.
2. Pillai, N.P., The Training of Research Workers, Journal of Educational Research and Extension, Vol.III, No.4, April 1967.

education. In his research questionnaire addressed to training college teachers, some replied that research is unnecessary while almost all the others said that even if its necessity was conceded, they themselves would have very little of it. It showed that these teachers are not unaware of the facts that all the reports on education published from time to time stress the role of educational research but they have not been convinced of the impact of research on the improvement of educational programmes in our country. Few among them have had the opportunity to read research reports or articles in educational journals for these are not usually read by any unless they are required for courses at the University level. Very few have seen experiments in education being organised systematically with the purpose of testing new educational ideas, programmes or reforms being introduced to them. The dearth of research output in education and the poor quality of output which is occasionally forthcoming from the university add weight to the opinions of those who consider educational research, a meaningless exercise.<sup>1</sup>

If this problem is to change, educational research is to be taken up seriously. The quality of research has to be improved considerably and results which are worthwhile will

-----

1. Kaul, G.N., Inservice Education, Education of Teachers in India, Vol.I, S.N.Mukherjee (ed.), S.Chand & Co., New Delhi, 1968.

have to be published and made available for being pressed into service by educators and educational administrators. Teachers at all levels should be initiated into the techniques of research as a part of their professional preparation at least to the extent of enabling them to appreciate the bearing of educational research on programmes of education and understand the language of communications used by research workers. But teachers, on their own, will not be able to cope with the daily work expected of them unless they are acquainted with these developments to further their professional growth.

It is necessary also to prepare our teachers to respond sincerely to the trust reposed in them to educate our children. In order to achieve this objective, we need substantial improvement and change in management, techniques and organisational procedure as applicable to teacher's work.<sup>1</sup> A fundamental point in this regard is to create an environment which promotes teachers' growth and development. But to make this possible and to enable them to deal with the growing knowledge one has to think of a variety of sources and materials - the curriculum, the textbooks, teacher's handbooks, student's workbooks, and in order to develop

---

1. Singh, R.P., Elementary Teacher Education - New Directions, NCTE Bulletin, NCTE Secretariat, DTESE & Es, NCERT, New Delhi-16, Vol.II No.2&3, Jun.-Sept. 1990.

these, one has to plan for workshops in which the teachers shall be active participants. This is not the whole process. The curriculum, textbook, guidebook and student's workbook need to be evaluated from time to time. There are no theory that can be accepted without thorough investigation. This continuous process of evaluation implies the long and arduous process of research in learning and teaching processes, and these have to reach out to the teacher in the field and to make them feel so deeply involved in the growing process of education.

What then are the ends of education? What are its means? These are the questions we seek the answers in the discussion that follows.

There have been global concerns about giving education a fresh impulse and UNESCO has made systematic efforts in this direction. In the first years of its working, a thrust was generally in literacy activities encouraged by the importance given to mass literacy by the United Nations and various international organisations such as the World Bank and UNICEF. UNESCO organised many regional level meetings, symposia and seminars involving literacy leaders and experts from the member states, thus providing opportunity to discuss and find solutions to basic problems in the literacy campaigns in their own countries. Secondly, teacher education and training of educational personnel has been the ongoing

tasks of the UNESCO and the most important areas of educational innovation for development. This has been articulated in the programmes of the Asia and Pacific Programme of Educational Innovation for Development (APEID) that coordinates the work of institutions in the member states through UNESCO Regional Offices.<sup>1</sup> The programmes are aimed at helping educational systems measure upto the demands of fast changing societies and is oriented towards development. UNESCO member states are encouraged to consider education as a human right, a means of individual fulfillment and also to see in it an essential tool for building of their societies.<sup>2</sup> As education systems in the participating member states are undergoing changes and even more reorientation is being planned for the future, the focus activities of the APEID has shifted to professional training including support service and distance education.

At the national level also, education has been receiving somewhat greater attention especially in independent India as can be inferred from the provision made in her Constitution and from the actions subsequently taken

1. Bulletin of the UNESCO Regional Office for Education in Asia and the Pacific, UNESCO in Asia and the Pacific, Documentation Centre of the UNESCO, Bangkok, p.59.
2. Aggarwal, J.C. & S.P.Agrawal, Role of UNESCO in Education, Vikas Publishing Houses Pvt. Ltd., New Delhi-2, 1982, p.19.

to translate the provisions into action. There is a ministry at the Centre, to provide leadership to the State Governments in educational matters. The State Governments are fully autonomous in educational matters except in respect of educational development programme which grant-in-aid is received from the Centre for various purposes.

Consequent upon the implementation of the constitutional provision such as Article 275 for the educational development of tribal areas, Meghalaya has witnessed phenomenal growth of educational institutions at various levels. This was made possible by the liberal policy of the Government of India in assisting the states in North Eastern India.

To have a close look at the expansion of the educational growth and expansion of the educational institutions in the State of Meghalaya a brief introduction of the history of education in the State before the attainment of the statehood may have to be traced and described.

### **1.1. A Brief History of Education in the State**

Long before formal education was institutionally introduced in Shillong and Cherra, the Khasis were exposed to orthography and some kind of ritualistic and technical education could be identified in the socio-economic structure

of the Khasi society throughout the Khasi and Jaintia Hills .<sup>1</sup>  
The Khasis had an elaborate and methodical system of educating the juniors not only in religious rites and ceremonies but also in social customs and manners, besides the non-formal technical education imparted to the workers in the iron industry complexes that existed in most part of the State.

These formal and non-formal agencies went a long way to create a sound intellectual base on which the structure of formal education was built up in cherra first and then in Shillong.

It was only with the coming of the missionaries that formal education took its roots in the state. In 1833, the Serampore Baptist Mission<sup>2</sup> was set up in Khasi Hills at Cherrapunjee. This school, however, did not last long. The real start was made when Thomas Jones and his wife of the Welsh Mission arrived in 1941 and published various books in Khasi which really served the purpose of the children and the people in general. The mission was strengthened under the leadership of Rev. William Lewis and his wife who came in

- 
1. Gupta, N.D., Education in Shillong - A Profile, Shillong Centenary Celebration, A Souvenir, 1974.
  2. Directorate of Public Instruction, Meghalaya, Historical Background of Education, Education Commission, Meghalaya, 1970.

1843 and education spread all over Khasi and Jaintia Hills. In the Garo Hills, the educational activities were taken up by the American Baptist Missionaries whose centre of operation was placed upon the Garo Baptist Convention which maintained the schools in the Garo Hills.

After independence the education was under the State of Assam as the area comprising the present Meghalaya was part of Assam. The administration of education in the area was looked after by an Assistant Inspector of Schools posted at Shillong. This officer was working as the Inspector of Schools for Upper Assam circle with headquarters at Jorhat (Assam). The Assistant Inspector, Shillong, was assisted by two Inspecting Pundits in his functions relating to supervision of schools.<sup>1</sup> The Education Department of Meghalaya State emerged out of the parent Education Department of the Government of Assam.

At the time of formation of Meghalaya State in 1970 a Composite Department of Health, Social Welfare, Labour and Education known as Social Service Department under one Secretary came into existence. Education was later separated from health and labour. The independent Department of

---

1. B.K. Nath, Education in Assam, NCERT, Office of the Field Adviser, Shillong, Assam 1971.

Education dealt with Youth Services, Social Welfare, Sports and Public Relations.<sup>1</sup>

The Directorate of Public Instruction of Meghalaya was established with the separation of the Department of Social Service having jurisdiction over the whole state of Meghalaya excluding Shillong Municipality areas. Subsequently, the educational administration of the entire state was transferred to the Directorate when Meghalaya became a full-fledged State in 1972.

A background of the State and the working of the education system in the State is worth mentioning in brief for better understanding of the working of the system.

## 1.2. Meghalaya : An Overview

Meghalaya, *the abode of the clouds* carved out of Assam with a total area of 22,429 sq. km. is a land-locked territory sharing borders with Assam in the North and the East and with Bangladesh in the South and the West. The original composite districts of United Khasi and Jaintia Hills and the Garo Hills have now been divided into 7 districts, namely East Khasi Hills, West Khasi Hills, Jaintia

---

1. NIEPA, Educational Administration in Meghalaya - A Survey Report, NIEPA, New Delhi, <sup>1986</sup>p.11.

Hills, East Garo Hills, West Garo Hills, South Garo Hills and Ri Bhoi Districts.<sup>1</sup>

The total population of the State as per 1991 Census (Provisional) is 17,74,778 as against 13,25,819 in 1981 indicating a rise of 32.86 per cent over the population of 1981. The district-wise break-up of area and population<sup>2</sup> is given below :

### 1.1 : District-Wise Population of the State

| Sl. No. | District         | Area in sq. km. | Population |
|---------|------------------|-----------------|------------|
| 1.      | East Khasi Hills | 2,748           | 5,37,906   |
| 2.      | Ri Bhoi District | 2,448           | 1,27,312   |
| 3.      | West Khasi Hills | 5,247           | 2,20,157   |
| 4.      | East Garo Hills  | 2,603           | 1,88,830   |
| 5.      | West Garo Hills  | 3,714           | 4,03,027   |
| 6.      | South Garo Hills | 1,850           | 77,073     |
| 7.      | Jaintia Hills    | 3,819           | 2,20,473   |

Typically, the native population of the State consists of the Khasi, Jaintia and Garo tribes who are simple and

- 
1. Directorate of Information and Public Relations, Meghalaya at a Glance, 1994, DIPR, Government of Meghalaya.
  2. Forestry in Meghalaya - An Overview, Directorate of Forest, Meghalaya, Shillong, 1995.

peace-loving people but today it has a mixed ethnic population consisting of tribals and non-tribals who follow a variety of religious beliefs and speak several languages.

The official language of the State is English. The literacy percentage of the State according to the 1991 census<sup>1</sup> is 48.26 per cent in the ratio of 44.78 per cent female and 51.57 per cent male which stood lower than the National average of 52.11 per cent. Considering the 1981-91 decade, it is found a small but perceptible increase in the rate of literacy from 42.22 to 48.26 per cent only.

The literacy percentage of the State reflects the working of the education system in the State where one of the main problems of the school education is the incidence of students dropping out of the school system. According to the VIth All-India Educational Survey 1993 (Provisional), 62.6 per cent of students enrolled in the formal school dropped out between Classes-I and IV and 81.8 per cent dropped out between Classes-I to VIII. Many of these relapsed to illiteracy.<sup>2</sup>

Further there are a large number of villages not covered under formal school system due to small population sizes. The following table shows the literacy pattern of the

---

1. Provisional Census 1991, Government of India.
2. Programme of Action 1995, Department of Education, Government of Meghalaya.

population by district after leaving children below 7 years of age.<sup>1</sup>

### 1.2 : District-Wise Literacy Pattern in the State

| Sl. No. | Name of District | No. of Illiterate Persons |        |          |
|---------|------------------|---------------------------|--------|----------|
|         |                  | Rural                     | Urban  | Total    |
| 1       | East Khasi Hills | 1,22,609                  | 31,793 | 1,54,402 |
| 2       | West Khasi Hills | 78,021                    | 3,006  | 81,027   |
| 3       | Jaintia Hills    | 1,04,772                  | 3,027  | 1,07,799 |
| 4       | East Garo Hills  | 71,707                    | 2,874  | 80,581   |
| 5       | West Garo Hills  | 1,81,346                  | 7,908  | 1,92,254 |
| 6       | South Garo Hills | 32,776                    | 1,255  | 34,034   |
| 7       | Ri Bhoi District | 58,743                    | -      | 58,743   |

The table above shows that this problem of illiteracy poses a big challenge for the government though there is a long and golden tradition of private agencies running schools and helping in the expansion of education. These became the pace-setter schools in the field of education and developed healthy competition resulting in quality. Along with the efforts of the private agencies, the government also opened

1. Ibid.

schools from time to time which resulted in the expansion of education.

### 1.3.✓ The Educational Structure and Pattern in the State

The Education Department, Government of Meghalaya has very recently announced the new structure of school education in the State as per the Government Notification No.EDN.167/89/47 dt. 23rd March 1990,<sup>1</sup> and its implementation is being taken up. The educational ladder of the State is presented on the next page.

The above figure indicates that the age of admission for formal education in Class-I is 6+. The primary stage comprises of classes-I, II, III and IV with attached pre-primary section for the 4 to 5 years age-group. Upper Primary stage of three classes-V, VI and VII generally for the age-group 10 to 12 years, Secondary School comprises of classes-VIII, IX and X (13 to 15 years) and Higher Secondary School comprises of classes-XI and XII (16 to 17 years).

After passing Upper Primary examination, the student becomes eligible for admission to an Industrial Training Institute or general education secondary schools. After passing Secondary school stage, student enters the higher secondary school or Pre-University course or Polytechnic. After Pre-University, the student becomes eligible for Three

-----

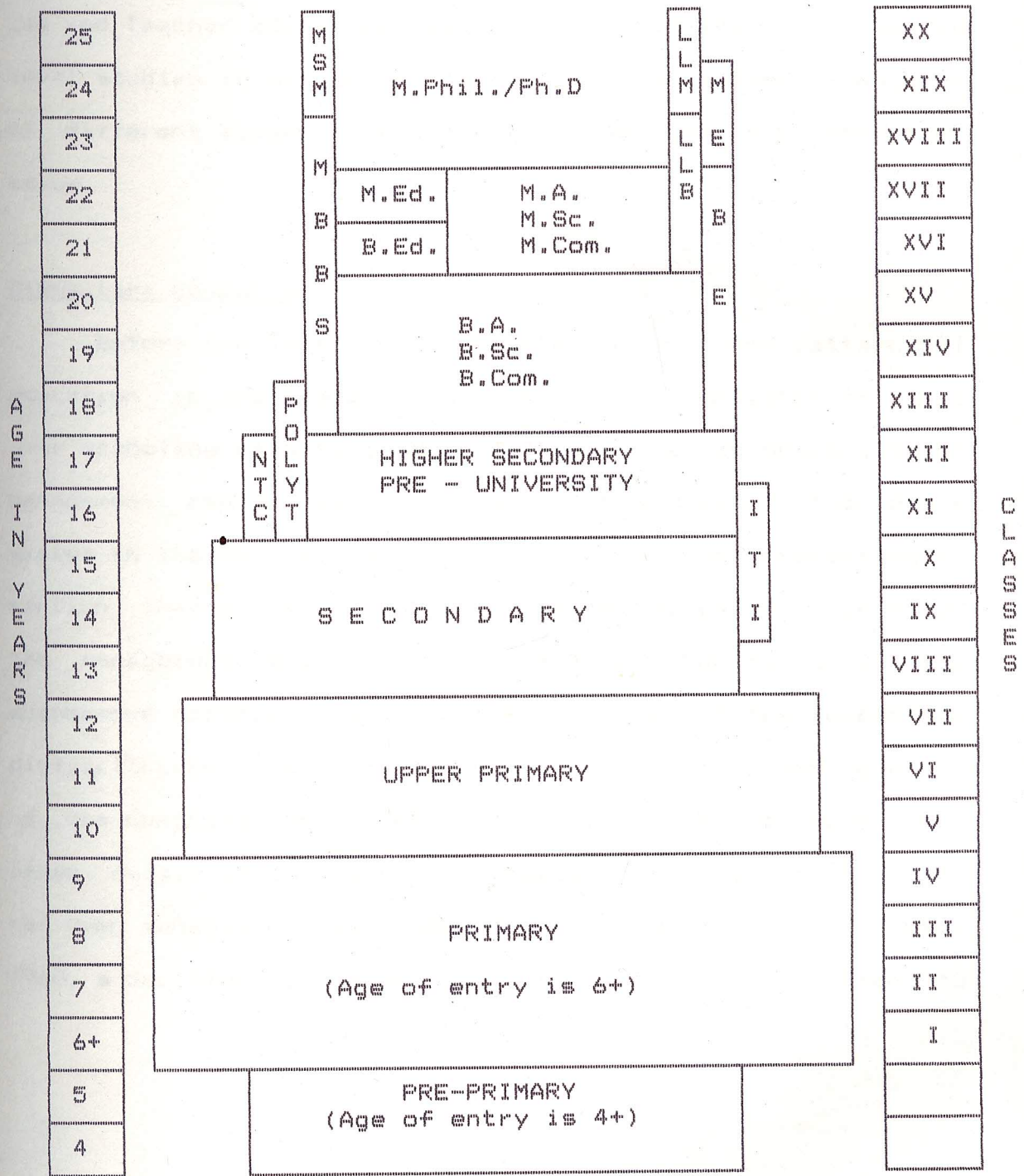
1. Education Department notification dated 23rd March, 1990, Government of Meghalaya, Shillong.



103240

Figure-1  
MEGHALAYA

**EDUCATIONAL LADDER**



Note: 1. NTC = NTC/JBT; 2. POLYT = POLYTECHNIC; 3. MSM = MS/MD

Years Degree Course or for a professional course in areas like Medicine, Engineering, Agriculture, etc. The state has made provision for instruction in professional courses like Law and Teacher education besides post-graduate and research level studies in different disciplines. The salient features of different stages of education in the State are described below.

### Elementary Education

Before the introduction of the restructured pattern of education in the State, Primary education consisted of five year schooling classes (A-B, I-III) and the responsibility of management rested with the District Councils of the State except in the Shillong Municipality. It may be interesting to mention that prior to 1958, (before Meghalaya was created) the management and control of Primary Education in the autonomous districts fell under the purview of the respective district councils as provided in Para 6 of the Sixth Schedule of the Constitution of India. However, the State Government (then Assam) at the request of respective district councils had been managing primary education in the hills. In the year 1960, a decision was taken to transfer primary education to

uncertainty of the problem of administration of the primary school in the State.

The Government of India announced the National Policy on Education in 1986 and its Programme of Action (POA) and made universalisation of Elementary Education as the main activity to be taken up by all States in the country. As a follow-up, the Meghalaya State government has also made universalisation the main policy item for achieving the constitutional requirement of providing free and compulsory education to all children till the age of 14 years. Towards this end, a White Paper on Education<sup>1</sup> was prepared which apart from laying down the guidelines for administration and regulation of the Primary education in the State also reiterated some of the innovations envisaged in the National Policy of Education (NPE) 1986.

Though the State did not prepare any Programme of Action of its own in the State at that time to implement the above policies, yet the Government took the following action.

The system of Education in the State was restructured in 1988 after the State adopted the National Pattern of Education as envisaged in the NPE 1986. According to the restructured system, the Elementary Education comprises of two levels — the primary comprising of Classes-I to IV and

---

1. White Paper on Education, Government of Meghalaya, Shillong, 1988.

Upper Primary level comprises of Classes-V to VII. It has not been possible to adapt the National Pattern on its totality then, due to certain practical problems inherent in the system itself.

Under the new structure, the pre-primary stage is also attached to the Primary schools. According to the statistics<sup>1</sup> (Provisional Statistics of Sixth All-India Educational Survey 1993) all the primary schools in the State has pre-primary sections. In fact, the available statistics indicates that the children in the pre=primary section accounts for more than half of the total number of children in a primary school.

The medium of instruction at the primary state is mainly Khasi and Garo for Khasi and Garo speaking communities respectively. Besides, the linguistic minorities of the State are provided all the facilities for imparting instruction through their mother tongue like Assamese, Bengali, Nepali, Hindi, Mizo and the like.

The medium of instruction in the State at the Upper Primary stage is English.

---

1. Sixth All-India Educational Survey, Provisional Statistics, Publication Department, NCERT, New Delhi-16 (1996).

## Secondary Education

Under the restructured system of Education in the State as notified by the government in 1990, the Secondary Stage of Education comprises of classes-VIII, IX and X. Before the restructuring of the systems at the secondary stage, the system, at the secondary stage, the schooling extends to seven years and two types of schools are in vogue: Middle Schools and High Schools. Middle Schools provide instruction for three years (Classes IV to VI) and High School for four years Classes-VII to X. Hence inspite of restructuring of the system certain schools, have to pull on with the structure which existed at the time of restructuring. Therefore, we have in the State today the Secondary Schools which conducted Classes-VII or VIII to Class-X and also a substantial number of amalgamated secondary schools which conduct classes from IV to X.

One of the peculiarities of secondary education system in the State is the dominance of private management in educational institutions. Today 94.7 per cent<sup>1</sup> of the Secondary schools are under private management. Deficit schools are those private schools which receive the deficit system of grant-in-aid, and the venture schools are covered

---

1. Programme of Action 1995, Department of Education, Government of Meghalaya, Shillong, p.10.

by a system of adhoc grants-in-aid or are unaided venture schools.

### Higher Secondary

So long, the +2 stage in the State has been conducted in the colleges in the form of two-year Pre-University courses. There are at present 28 colleges in the State which conduct the +2 stage of education or Pre-University courses all affiliated to the North-Eastern Hill University. Out of these only 2 are government colleges and the remaining are deficit institutions or purely private managed institutions. Along with the NEHU, the State government has implemented higher secondary stage of education <sup>in</sup> the State. The Meghalaya Board of School Education has taken over the +2 stage from the University in 1995.<sup>1</sup> Though the Government has taken over the +2 stage, the complete take over is yet to take place. The examination for class-XI for 1995 was conducted internally by the colleges.

In pursuance of the policy decision taken on restructuring of the system, 34 progressive secondary schools in 1990 both government and private owned institutions came forward to open Higher Secondary classes but only 17 of them have introduced and conducted the classes with effect from

1. Programme of Action 1995, Department of Education, Government of Meghalaya.

the academic year 1994. They have adopted the present syllabi of the Pre-University courses prescribed by the NEHU.

### Higher Education

The Higher Education in the State consists of the following :

a) University : The North-Eastern Hill University is a central university which conducts different academic courses through the different academic departments. All colleges in the State are affiliated to it.

b) Colleges : There are 28 colleges in the State which have been affiliated to the University. These consist of (i) Government colleges, (ii) deficit colleges and (iii) adhoc aided colleges.

i) There are two government colleges in the State. All the teachers and non-teaching staff of these colleges are Government servants.

ii) Deficit colleges - These are managed and ran by private organisation through duly constituted governing bodies. These colleges are covered under the scheme of deficit grant-in-aid of the government.

iii) Adhoc aided colleges are also private colleges like deficit colleges. They are covered under the scheme of

ad hoc maintenance grant-in-aid<sup>1</sup> under which the government extends financial assistance by way of ad hoc grant-in-aid upto 75 per cent<sup>2</sup> of approved financial maintenance requirement of the concerned college.

The teachers of the government colleges and those of the deficit colleges are entitled to the revised UGC scale of pay subject to requisite norm of the UGC.

So far, the academic courses are concerned, the NEHU is the regulatory authority. At present, the University prescribed a two-year P.U. courses followed by 3 year-degree course with major in various subjects.

Besides the Degree colleges in Science, Arts and Commerce, there are other colleges like the B.Ed. colleges and Law college which are affiliated to NEHU. These colleges conduct professional courses in Education and Law respectively.

#### **1.4. The Size of the System**

The educational institutions in Meghalaya can be categorised as follows :

1. University
  2. Arts, Commerce and Science Colleges
- 

1. Programme of Action 1995, Department of Education, Government of Meghalaya.
2. Ibid.

3. Post-Graduate Training College/Law College
4. Elementary Teachers' Training Institute
5. Polytechnic
6. Higher Secondary
7. Secondary
8. Upper Primary Schools
9. Lower Primary Schools.

A comparison of the number of institutions, enrolment and number of teachers at the school stage between the V<sup>1</sup> and VI<sup>2</sup> All-Educational Surveys is shown below :

### 1.3 Enrolment Pattern between the Fifth and Sixth Surveys

| Sl. No. | Type of Institution | No. of Schools |      | No. of Teachers |      | Enrolment           |                    |
|---------|---------------------|----------------|------|-----------------|------|---------------------|--------------------|
|         |                     | V              | VI   | V               | VI   | V                   | VI                 |
| 1       | Higher Secondary    | -              | 9    | -               | 187  | -                   | 12,766<br>(XI-XII) |
| 2       | Secondary           | 288            | 392  | 3131            | 4643 | 44,738<br>(VII-X)   | 27,357<br>(IX-X)   |
| 3       | Upper Primary       | 665            | 816  | 3075            | 3899 | 64,435<br>(IV-VI)   | 73,546<br>(VI-VII) |
| 4       | Lower Primary       | 3692           | 4099 | 6871            | 8616 | 2,54,502<br>(A-III) | 2,77,919<br>(I-V)  |

1. Fifth All-India Educational Survey - Selected Statistics Meghalaya, Directorate of Public Instruction, Meghalaya, Shillong, 1989.
2. Sixth All-India Educational Survey - Provisional Statistics, NCERT, Sri Aurobindo Marg, New Delhi-16, 1993.

The table above shows the expansion and growth of educational system in the State. A close scrutiny of the trend in educational growth at the elementary and secondary stage shows that during the period between the Fifth and the Sixth All-India Surveys, i.e. from 1986 to 1993, the number of Primary Schools increased from 3692 to 4099, i.e. 407 new schools were established or 11 per cent increase. In respect of Upper Primary Schools, the number increased from 655 to 819 only during the period which is about 23.2 per cent increase. At the secondary stage the increase of secondary schools goes up from 288 to 392 registers an increase of 104 or 36.1 per cent.

The number of teachers also increased by 1745 in the primary stage, 824 at the upper primary stage, 1512 at the secondary stage during the period between the Fifth and the Sixth All-India Educational Surveys.

The increase of enrolment could not be compared because of the restructuring of the classes in the adoption of the State of the National Pattern of Education.

The expansion of the educational system demands/calls for the strong administrative machinery in the State. But what is more important is to see that the expansion of the education facilities does not affect the quality aspect of

the system. It is thus felt necessary to present the administrative machinery in the State.

### **1.5. The Administrative Machinery**

The administration of education in the State is associated with Senior Officers of the Education Department.

The administrative machinery comprises of :

1. The Secretariat level
2. The Directorate level, and
3. The Inspectorate or field set up.

#### Secretariat Level

The State Education Department is headed by the Minister and at the Secretariat is headed by the Education Commissioner and Secretary who is a Senior member of the Indian Administrative Service. He is assisted by the Director of Public Instruction and Under-Secretaries. They have the necessary supporting staff. The Secretariat set-up is concerned with policy decision and controls the Directorate and Field set up. The coordination with other department is also done at this level.

#### The Directorate Level

The Director of Public Instruction (DPI) is the chief education administrator of the State at this level. He is

assisted by the Additional Directors (who are looking after general education, schools, planning and budget, technical education), Director, SCERT, Joint Directors of Public Instruction incharge of planning and technical education, schools, colleges and the Deputy Directors who assist the DPI and other officers. The Directorate has many other officers incharge of different branches. The Directorate is also responsible for spending the funds and grants as approved by the State Government.

#### Administration at the Field Level

The administration of education at the Inspectorate level is incharged by the Inspector of Schools who is supposed to be the principal education officer in the District, and administration of Secondary and Higher Secondary Schools including the teachers training institution located in the district. He is assisted by the Assistant Inspector of Schools. The Deputy Inspector of Schools in each sub-division, though under the administrative control of the Inspector of Schools, function almost independently while administering the subject of Primary and Upper Primary level of education in their respective sub-division. The Deputy Inspector of Schools is assisted by the Sub-Inspector of Schools in each sub-division. At present, there are three

offices of the Inspector of Schools, East Khasi, Jaintia Hills and West Garo Hills. However, the Assistant Inspector of Schools, West Khasi Hills, hold independent charge of High Schools in that area. The offices of the Deputy Inspectors of Schools are located in each district headquarters and sub-divisions. At present there are 15 offices of the Deputy Inspector of Schools in the State.

The organograms showing the existing administrative set up at different levels are shown in the next pages.

Figure-2

MEGHALAYA EDUCATIONAL ADMINISTRATIVE SET-UP  
AT THE SECRETARIAT LEVEL

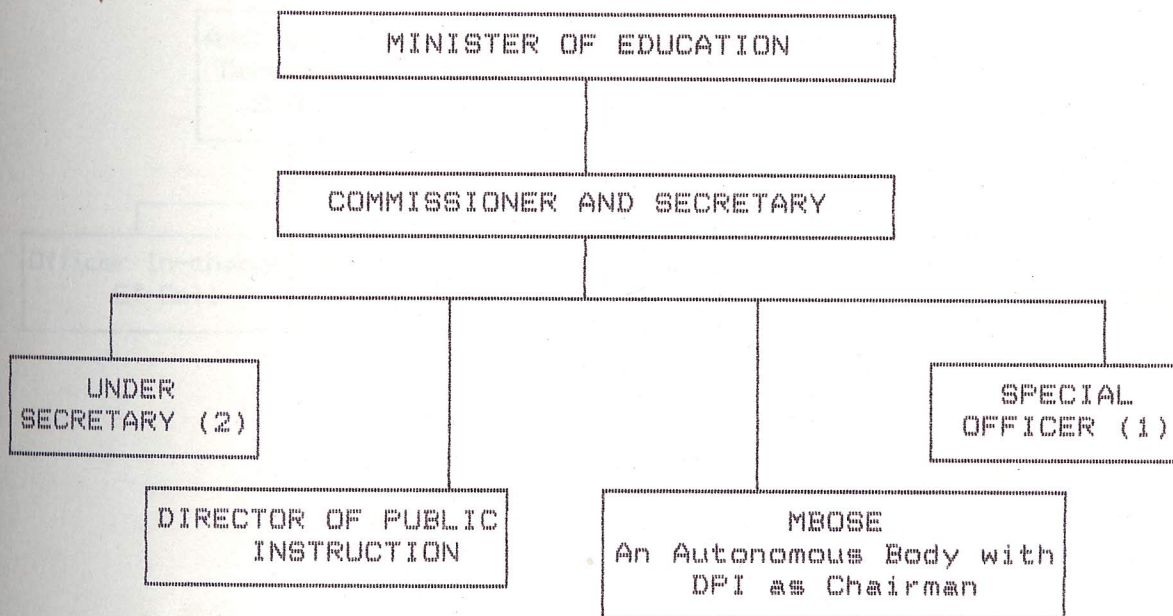


Figure-3

MEGHALAYA EDUCATIONAL ADMINISTRATIVE SET-UP  
AT THE DIRECTORATE LEVEL

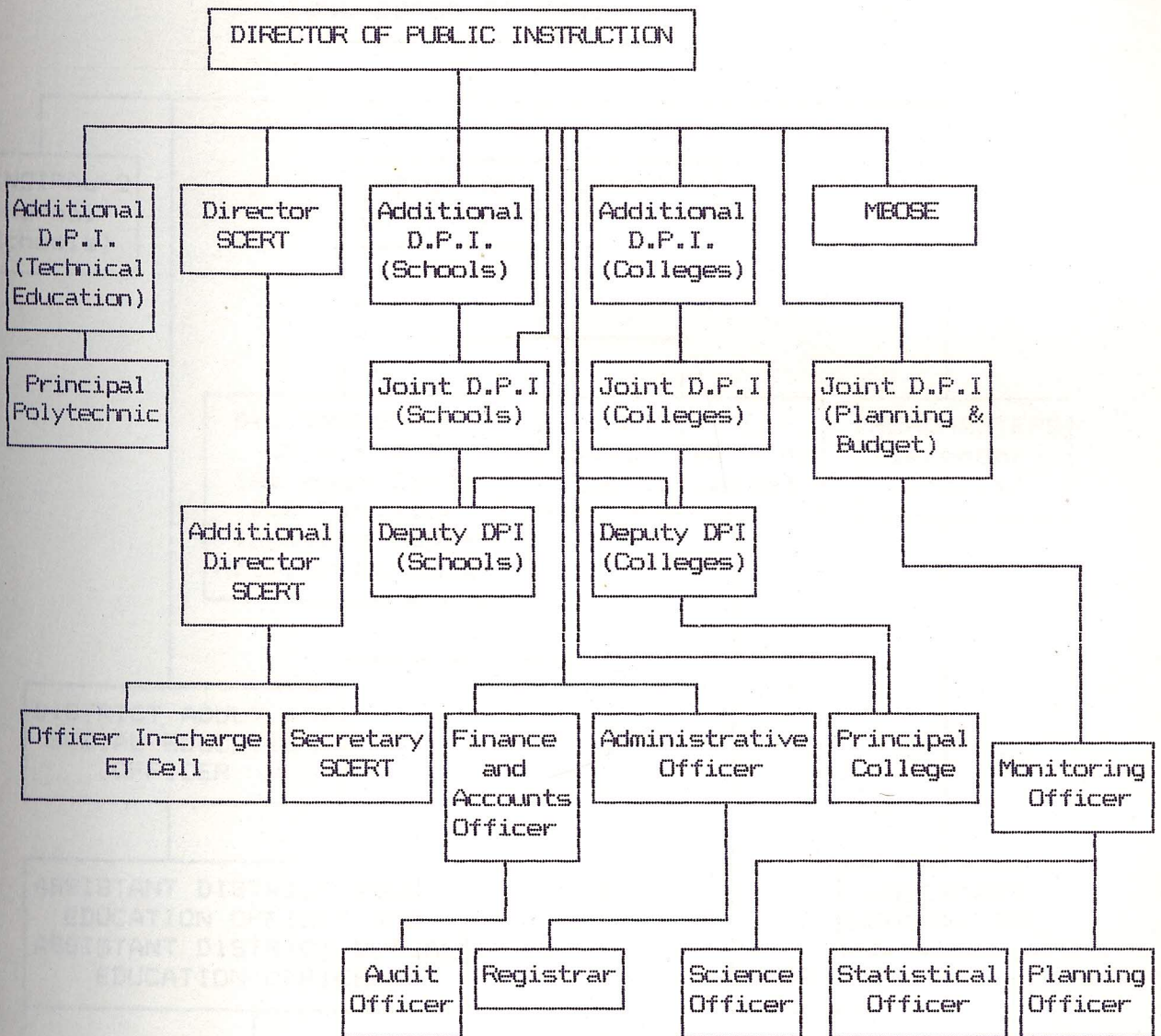
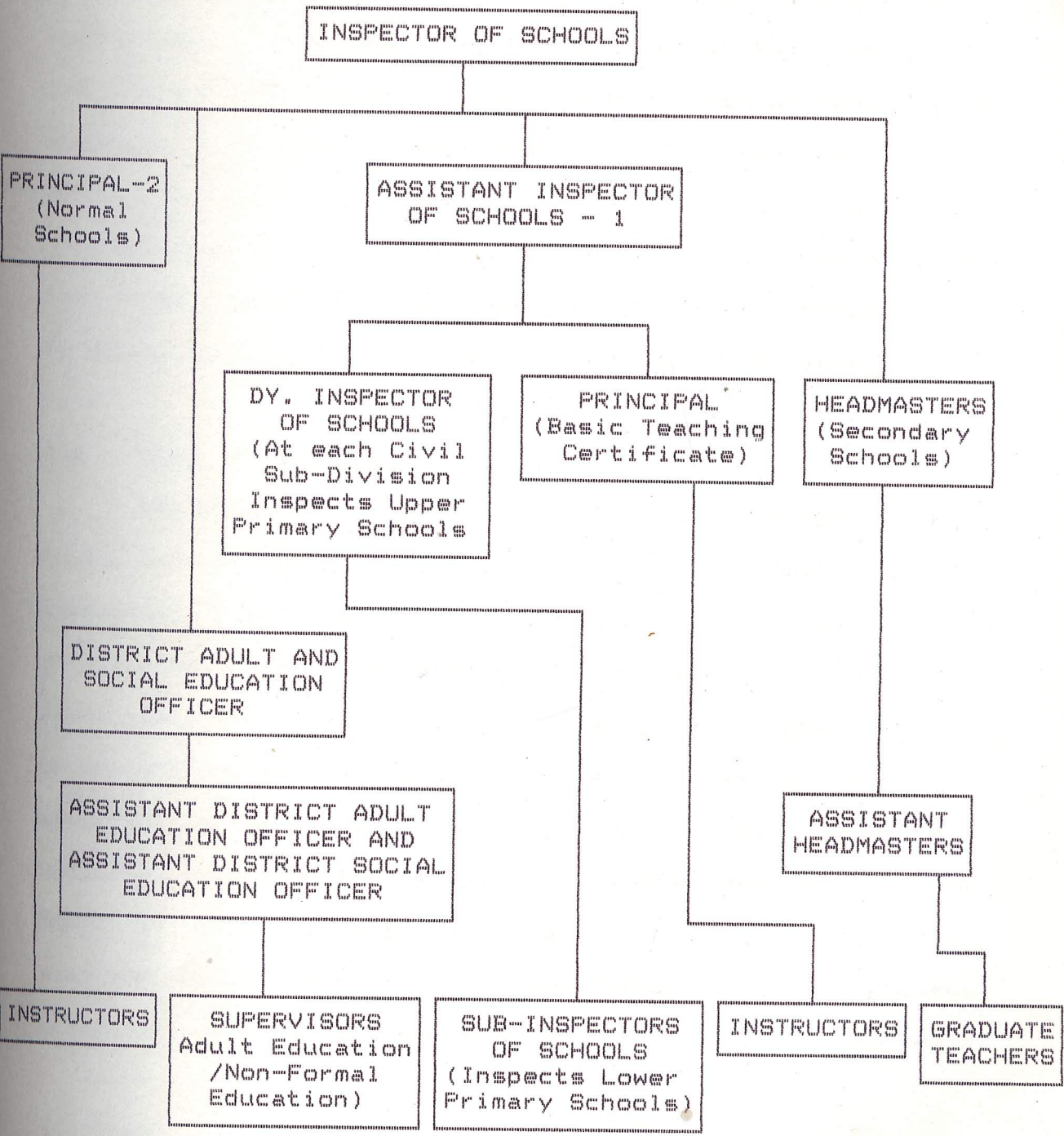


Figure-4

MEGHALAYA

ORGANOGRAM AT INSPECTORATE LEVEL



The organogram at the Directorate level suggests that the SCERT is one of the branches in the Directorate of Public Instruction. It is headed by the Director (SCERT) who is in the rank of Additional Director of Public Instruction. He is assisted by the Additional Director (SCERT) and Secretary, SCERT (for administration). Below them are the lecturers, programme-cum-script writers, counsellors and translators. The SCERT,<sup>1</sup> being the academic wing of the Directorate sees to qualitative aspect of School Education in the State.

#### 1.6 Need of the Study

Established in October 4, 1976, as the academic wing in the Directorate of Public Instruction, the SCERT is almost completing two decades of its existence. Since its establishment in 1976, the SCERT took up the challenge of revolutionising the school system through its various programmes and activities and improved the quality of school education in the State. These programmes and activities were conducted based on the investigations done initially by the SCERT on the problems of school education. Workshops, seminars were organised for identification of problems actually faced by the concerns in the fields and the main

---

1. Directorate of Public Instruction, Education Meghalaya, Government of Meghalaya, 1976.

activities of SCERT have been on research, curriculum development and trainings and extensions. The contribution made by SCERT has been very significant and has improved the quality of school education to a great extent.

While there is no research activity conducted so far on the working of the SCERT, inside and outside the institution, it is strongly felt that an evaluation of its work, is highly necessary to find out the extent these programmes were successfully carried out, in its 19 years of its existence. The present study is an attempt to find out how this important institution came into the present form and how the programmes and activities of the SCERT influenced the system of education in the State. This will give an insight into the past and the present programmes carried out by the Council and will also bring to light the present need of the institution. The present study was taken up with a view to highlight the strengths and weaknesses of the programmes of the SCERT as perceived by the investigator with the help of the respondents.

#### **1.7. Statement of the Problem**

The problem of the present study has been stated as *A Critical Study of the Role Played by the SCERT towards the Qualitative Improvement of School Education in Meghalaya.*

### 1.8. Definition of the Term

SCERT — The term SCERT in this study, refers to the State Council of Educational Research and Training, Meghalaya, an academic wing of the Directorate of Public Instruction, Meghalaya.

Quality — The Webster Dictionary describes it amongst other things as 'a degree of excellence and superiority in kind'. In reality, quality means different things to different people. It is a relative concept. Thus in the field of education while discussing quality the focus of attention may be on the facilities provided the teaching-learning process, the performance of students and the like.

The term as used in this study refers to the facilities/services provided for improvement of teaching-learning which in turn improves the students' performance.

Evaluation — The term used in the study refers to the assessment of performance which can be judged by the positive changes brought about in education in schools, classroom practices and teachers' attitude.

### 1.9. Scope of the Study

The present study is a descriptive study as its major focus is to study and describe the growth and development of an institution including a preliminary probe into the effectiveness of its programme. Thus the study is designed

with a view to trace the origin and development of SCERT in the State. The study is also to find out the close coordination of SCERT with the department and in relation to other agencies like NCERT, UNICEF, NEHU, CIET, NEC, MBOSE, and the like. The relation of SCERT with other officers in the district level and the schools and teachers in particular who are the direct beneficiaries of the SCERT programmes.

The study is also aimed at surveying the different programmes and activities of the SCERT which include research activities, curriculum development, development of instructional materials and their dissemination to the users and the training and extension services. In the area of research activity, the investigator has tried to make a survey of the research activities done by the SCERT in the different aspects of school education. The investigator has also tried at evaluating the contribution made by way of application of research findings in the field of education.

The investigator has tried to find out the work of SCERT in the area of curriculum development and in the production of teaching-learning materials. Assessment of the curriculum has been done in the light of the National Core Curriculum and in comparison to the old syllabus that was existing in the State before the revision of the curriculum by the SCERT. Evaluation of Class-I and II instructional

materials at the primary stage is also aimed at, as part of the assessment.

In the area of trainings and extension the investigator has attempted to find out the different in-service training programmes conducted by the SCERT since its inception. The extent to which these trainings affected the system in general has been taken up in follow-up studies of some training programmes through responses of the main beneficiaries — the teachers. The follow-up study also included the district officers, teacher educators and headmasters/headmistresses of selected secondary schools who are directly involved in the training and extension services conducted by SCERT.

In addition, the problems faced by the academic officers of SCERT in the effective implementation of their programmes have also been investigated through interview with them.

#### **1.10. Objectives of the Study**

1. To trace the origin and development of SCERT in the State.

2. To survey the various action research activities undertaken by the SCERT and to assess their contributions on the education system of the State.

3. To assess the effect of the SCERT's work in the area of curriculum development and production of learning materials.

4. To study the various training programmes organised by the SCERT and to assess their effects on the education system in the State, and

5. To find out the problems faced by the SCERT in the implementations of its programmes in the State.

#### **1.11. Limitation of the Study**

The present study is subjected to many limitations. The following are some of them :

1. The main objective of the study besides surveying the work of SCERT is to assess the effect of the work done by the SCERT in the State with regard to research, curriculum development and training programmes. The assessment of research activities and curriculum development has been restricted to the conceptual and analytical level keeping the objective of education as the point of reference. The assessment of the training programmes was done by obtaining responses of field beneficiaries of the programmes on (i) In-service training in Science and Mathematics; (ii) Training-cum-workshop in Socially Useful Productive Work (SUPW) for upper primary teachers and (iii) Special Orientation Programme for Primary School teachers (SOPT).