REVIEW OF RELATED LITERATURE

2.0. Introduction

In the present chapter an attempt is made to present all related literature pertaining to the study. This review includes, references extracted from reports of commission, pertaining to primary education in different states and their contribution seem to vary from state to state. The study aims at examining the contribution of non-government lower primary schools towards the development of primary education in Khasi Hills Districts of Meghalaya; an appraisal.

During the ancient period the education system was very different as compared to what we find it during the Modern time. Education was imparted in Ashrams, which were run by learned scholars, and the system of education was free from state interventions. Sanskrits was the medium of instruction in both Ashrams and gurukuls.

The First National Policy of Education (1968) included aspects such as free and compulsory Primary Education, payment of reasonable emoluments to the teachers, the three language formula, common text books for the whole country, protecting the right of the minorities and the 10+2+3 structure of education were recommended. However a major portion of this policy could not be implemented because of lack of will power on the part of the government, paucity of financial resources and lack of initiative among those who were to be implementing these schemes. As a result, unsuccessful efforts were made for about a decade to implement the educational policy. Finally, with the fall of the congress government in 1977 the first National Policy on Education comes to a halt.
In 1979 the Janta Government formulated its own educational policy in which the educational system was to be recognized and elementary education to be made free and compulsory and aim at the development of the personality and character. Provision of Mid-day meal, free textbook, stationery and uniform were to be made along with efforts to develop a common school system. However, the Janta government did not last long enough and consequently the policy could not bear fruits as the government fell in 1980.133

The National Policy of Education (1986) highlights the necessity of a new direction in Indian Education. Its basic orientation are as follow:

1. Education is a unique investment in the present and future.
2. Education is essentially for all and must lay emphasis on the removal of disparities.
3. Education must counteract the erosion of long accepted values and promote a relevant value of system. But the decisive factors for assessment will ultimately be policy implemented, which will present far greater challenges than policy formulations. The National Policy (1986) states that Universalisation of primary education will be available up to 1990. But the target year has already been over yet the statistics are not favourable. According to the statistic, we can say that we have achieved only 3.77 percent increased rate in literacy during the period 1981 to 1989 and finally after four decades of our planning the ratio of literacy and illiteracy in 1990 is 4:6 in the country which is the outcome of the programme implemented through various plan.134

133 Y.P. Singh; A. Joshi; Parishad Vs Private School: A Comparative Analysis; 1999; A.P.H. Publishing corporation, Ansai road Delhi; P.4
134 Benedicta Leonilla Ageira; Crisis In Primary Education 1999; Y.K. Publishers, Agra (India) P. 81.82
The National Front Government appointed a Committee, headed by Acharya Ram Murti in 1990 to review the National Policy on Education, 1986. The Committee released a paper in September 1990 wherein it was pointed out that the outlay for primary education needs to be hiked significantly. It stressed on the need to have a common school system within a period of ten years in order to have a comparable quality of education all over. The committee also stressed on the need for special allocations for the improvement of the school system in backward areas such as slums, tril-val areas, hilly tracts, deserts and marshy areas etc. Again the Revised Programme of Action 1992 of the National Policy on Education aim at ensuring free and compulsory education of satisfactory quality to all children up to 14 years before we enter the 21st century. This programme takes a holistic view of primary education development and aims at operationalising the strategy of universal elementary education by laying emphasis on decentralized management, participatory process, empowerment and capacity building at all levels.135

2.1 Finding on the development of Primary Education:

According to M.B. Buch (1987), a study of the “contribution of the Church Mission Society to the progress and development of Education” in Kerela. The Major finding revealed that (i) The Church Christian Mission Society founded in 1979 in England played a vital role in spreading modern education in Kerela between 1816 and 1947. (ii) It was in the field of primary education that the missionaries made the most of their opportunities. The Primary School started by mission like Thomas Morton (1816-40) had definite curriculum, efficient methods of teaching and strict discipline. (iii) The Syrian Church started numerous Parochial Schools but gradually, the missionaries

135 Opcit: V.P. Singh, A. Joshi. 1999. P. 6, 11
turned to the established a network of primary school for all Children.\textsuperscript{136}

Lalthanpuii (1981), A study of the “contribution of Presbyterian Church for the development of Primary Education” in Mizoram. The major finding of the study are (i) Formal education in Mizoram was started by Welsh Presbyterian Church Missionaries in 1984 and was carried on by the natives (ii) The administrative system of education was devised by the missionaries, soon after, the church constituted a separate committee of education which was responsible for education. They made plans for further improvements. (iii) The most important sources of fund were the collection of offerings in church. Besides, villages were also required to pay in kind not in cash. After the government had taken over the schools, even church schools received grants from the government\textsuperscript{137}.

Hannah Daphisha Talang (1992) In her study attempt to discover the problem of studying the “contribution of Seng Khasi Schools to development of Education in Meghalaya” found that

(i) Seng Khasi School is the only non-sectarian secular private educational institution in the state of Meghalaya.
(ii) Seng Khasi Schools was founded under certain aims and objectives. Their aims are to propagate education and traditional institutions.
(iii) Administration of the school is carried out by the headmaster and helped by teacher in charge. Even the Managing Committee also does supervise the schools but this too is carried out through Headmaster.
(iv) The schools is a recognized institution since 1964 (though founded in the year 1921)
(v) Seng Khasi Organisation promotes formal education in Meghalaya.


\textsuperscript{137} Lalthanpuii; \textit{A study of the contribution of Presbyterian Church for the development of Education in Mizoram 1981}; unpublished Dissertation, NEHU, Shillong P. 190, 191
(vi) Maintenance grant of Seng Khasi Institution are borne by the state government.
(vii) The school also provides a library for the students where magazines, journal and reference books on different subjects are kept.
(viii) The school caters education to all sections of the people in the society.
(ix) Seng Khasi is able to produce eminent writers and philosophers among the Khasis to keep alive the ideas and principles of Seng Khasi. 

Vennessa Kharmawphlang (1984), in her study attempted to find out “The contribution of Non-Christian missionaries to the development of education in Khasi Hills”. Kharmawphlang in her study has collected data through different sources and in the light of the analysis; she has made some interesting discoveries. They are the following:

(i) The author has found out that while Swami Prabhanandaji was the first missionary who worked for the promotion of education among the Khasis living in and around the villages of Cherrapunjee, Nongwar and Mawshamok. The late Rash Mohan Roy Nongrum was the first teacher-cum-secretary of the Seng Khasi School. Both the Ramakrishna Mission and the Seng Khasi Organisation were the promoters of formal education in Khasi Hills.

(ii) The main philosophy of education was to help people improve their way of living, which would be done only through education. They felt that by educating the Khasi People their poor condition and illiteracy could be improved and their culture could be preserved.

(iii) After Independence the Seng Khasi Organisation began to receive a considerable amount of grant for the maintenance of the school from the State government, while the Ramakrishna Mission

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received grant from both the State as well as the Central Government.

(iv) The appointment of teachers and staff in the Ramakrishna Mission was done by the Managing Committee of the school with the approval of the inspector of schools, whereas the headmaster and the other members of the teaching staff of the Seng Khasi School appointed their own teachers.

(v) Traditional method of teaching the 3 R's was adopted in these schools. In lower classes Khasi language was being used as a medium of instruction.

(vi) Ramakrishna Mission school administration and maintenance of the school was responsibility of the managing committee of the Ramakrishna Mission and the local sub-committee and the headmaster of the school was also entrusted for the management and maintenance of the school was the responsibility of the headmistress of the school with the help and advice of other teaching staff.

(vii) Most of the teachers are untrained teachers.

(viii) The main sources of income of the Ramakrishna Mission and Seng Khasi Organisation were borne by the Government and also by their own mission and their own management. It also received financial assistance in the form of donation, gifts etc.

(ix) The expenditure for the construction of the schools, hostel and staff quarter for the Ramakrishna Mission School was borne by the State and the Central Government. Whereas for the Seng Khasi Schools, it was borne by the State Government and the Seng Khasi Organisation139.

Similarly attempts was made by C. Khongwir (1990) in his study in Shillong by carrying out his study on the "contribution of St.

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Anthony's school Shillong, to the development of education in Meghalaya, his finding revealed that

(i) The region was once in the shadow of darkness in respect of education during the British Government had practically done nothing for the educations of the people in these hill areas.

(ii) Braving all odds and difficulties the German salvation missionaries opened and ran from 1901 the St. Anthony's schools one of the pioneering schools in the North East.

(iii) Administration adopted by the school was democratic and management implies the decentralized authority and power. Discipline had also found to be the wave.

(iv) The Missionaries themselves shoulder the responsibility of appointing local teachers. As financial aid from the government was insufficient the teachers in the earlier days were on the look out for the higher pay government jobs.

(v) The school maintained records and they are checked periodically and paid scanty attention to the other lesser important record.

(vi) The school has contributed much to the all round development of its inmates through the years.

NCERT (1991), A critical study of “Development Plan and Programmes in Primary Education in the state of Meghalaya” since Independence, the major conclusions were:

(i) There was progress in respect of various aspect of Primary Education like establishment of new schools, strength of teachers, enrolment of students though there were fluctuations sometimes in the enrolment figures, financial assistance sanctioned by the state government to the district councils relating to various aspects of primary education. There was an

140 C. Khongwir; Contribution of St. Anthony's School Shillong to the development of Education in Meghalaya, 1990 unpublished Dissertation, NEHU, Shillong, P. 87-88
increasing trend in the expenditure on both general and primary 
education.

(ii) Meghalaya had implemented several development programmes in 
the field of primary education to achieved the goal of 
universalisation. But some of the programmes were implemented 
only in few schools.

(iii) The percentage of single teacher schools, female and trained 
teachers was 42, 56 and 34 respectively. On an average, each 
school had 2.47 teachers. In East and West Khasi Hills District 
teachers below Matric ranged from 69 to 75 percent of the total 
numbers. The same percentage in Shillong Municipal and 
cantonment areas was 25. About 64 percent respondents felt that 
new primary schools in rural areas should be opened by the 
government. No teacher had utilized the programme of assistance 
to authors for writing or publishing book. About 5 percent of 
schools possessed a school library. Only five schools had a 
science laboratory. About 91 percent of the heads of schools 
expressed great satisfaction over the training received by the 
staff. Very few teachers attended in-service programme during 

(iv) Though, in the implementation of different programme there was 
still a lag, the picture became very poor for private un-aided 
schools under district council administration. Barring a few stray 
instances, these schools were almost untouched by any of 
developmental programmes\textsuperscript{141}.

Dick B. Dewan (1991) reveals that the government of West 
Bengal, Education department (Primary Branch) issues orders from 
time to time in a phased programme for the setting up of primary 
schools both in rural and urban areas, when it considers the number of 
primary schools to be inadequate to meet the requirements of the

\textsuperscript{141} NCERT; \textit{Fourth Survey of educational research in Educations} (1983-88) Vol – II. August 1991; 
NCERT Sri Aurobindo Marg New Delhi, P. 1275
children of the age group 6 – 11 years. All the schools set up in rural areas are to be located in school-less villages only. The new schools are established or granted recognition in the villages predominantly inhabited by Scheduled Caste and Scheduled Tribe population and natural barrier apart from reserved quota for setting up new schools in unschooled villages. The policy of the government has also been to decrease the total number of single teacher schools by the conversion and amalgamation of inefficient and uneconomic school into full fledged efficient primary school142.

B. Lyndem in her study has highlighted the role of the private voluntary organization in venturing to start new primary schools in remote areas where there were no educational facilities for children143.

Further in NCERT, (2000) “Development of the Primary Education in Sundargarh District”, Orrisa with special emphasis on the role played by local leadership. The finding revealed that:

(i) There was a phenomenal increase in enrolment in the number of schools and teachers at the primary school stage in Orrisa in general and in Sundargarh District in particular between 1951 – 52 and 1988 – 89. Special effort made by the state through the tribal sub-plan approach as well as the introduction of various incentives schemes too have helped to expand primary education facilities in the district.

(ii) The average expenditure per students on primary education in Sundargarh District was Rs. 154.48 as per the figures for the late 1980s. The average non-teacher cost was 1.02% of the total expenditure.

(iii) The development trends in primary education in Sundargarh District showed that 68% for the primary schools were set

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143 B. Lyndem; A Critical Study for the development plans and programme in primary education in the state of Meghalaya since independence. unpublished thesis; 1984. NEHU, Shillong, P. 15
up in the post independence period, 52% of the total enrolment were tribal children, and 71% of the school did not have the one teacher one class status.

(iv) The facilities available in primary schools were inadequate, 63% of schools did not have their own playground and games materials. 65% of them were not supplied with science kits and other teaching aids, etc.

(v) The sevashram types schools had very poor building facilities, the students hostels provided were also found to be inadequately furnished. The amount sanctioned by the government came to Rs. 65 per pupil per month.

(vi) Leaders from areas where the ‘good’ schools were located showed an active, participative and positive involvement in matters connected with their local primary schools. The involvement took various forms. It was not so, with the sample of leader living near the ‘poor schools’

M.B. Buch (1979) in his studies “the role of private agencies in the development of education in Gujarat”.

The major findings were the following:

i) Private agencies had open schools in every remote area where government could not venture to go, because lack of imagination or fear of failure or incurring huge financial loss.

ii) Private enterprise in education has shown the result and is also proving to be beneficial.

iii) Private institution has contributed largely to the expansion of educational facilities.

iv) Great political and social awakening in the masses was largely due to private agencies.

v) Private agencies had also attended to the weaker section of the community and as a result it had proved to be helpful to

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the Government in their effort to elevate the masses in furthering the cause of democracy and had produced a leadership capable of shouldering national responsibility\textsuperscript{145}.

According to Nirmal Malhotra, Pratibha Mittal (2001) "Non-governmental input in Elementary Education", it was observed that in some of the cases that the economic condition of the schools locality was not discouraging. The responses were not up to the mark. This might be due to the lack of desirable attitude on the part of locality. Analysis showed that the political leadership had also bearing over harnessing public cooperation. In Assam, the different community centres were scattered in the villages, they had no coordination and cooperation. The implementers should take step to place the most active teachers who could induce the heads of the different religious organization to mobilize the funds from the community. It was found in the study, that the financial help given by the government was one of the initiatives for public cooperation. During the course of interview with some political leaders and in course of field visit, it was found that people were of the opinion that elementary education was a state of responsibility. The universalisation of elementary education needed a comprehensive approach reoriented to the local community in the absence of which programme had met failure in the past\textsuperscript{146}.

Nirmal Malhotra, Pratibha Mittal (2001), “studied the primary education in Mizoram with special reference in Aibawk circle”. The finding of their study revealed that some schools were over crowded with enrolment which some schools were lacking needed enrolment. It was stated also that some villages were getting excess number of schools while some areas were left behind to provide educational facilities within a walking distance. There were huge number of single

\textsuperscript{145} M.B. Buch; Second Survey or Research in Educational (1973 – 1978), 1979; NCERT Ahmedabad. P. 42

\textsuperscript{146} Nirmal Malhotra and Pratibha Mittal; Educational Research in North East India: A source material; 2001, National Institute of Educational Planning and Administration. New Delhi. P. 222,223
teacher schools and teacher pupil ratio was also not in proper frame. So all programme supposed to be implemented could not expected a good result to develop elementary education in the union territory. The concentration towards universal retention of pupils was particularly nil except that a few individual teachers at their own accord schools were not given target of enrolment in the age group 6-13 yrs. No incentives were available to poor children either from government or the community that could attach non enrolment children or reduced the incidence of dropout in school\textsuperscript{147}.

However NCERT (2000) observed that the major finding of “enrolment and retention in primary education in a small community in Harayana”. Longitudinal perspective was:

(i) The history of the schools revealed that initially in 1954-55, the classes were held in the Panchayat ghar, as there was no school building

(ii) There were no schools building.

(iii) The school was barely provided with any teaching aids, furniture, stationery items, sports equipment, book, play facilities etc.

(iv) The schooling facilities improved and female teachers were recruited and the enrolment of girls also increased.

(v) Although enrolment did not increase in a linear manner each year, the general trends tend to increase during each decade and appeared to be more stable at the later stage.

(vi) The number of children who passed class V Examination each year ranged from 3 to 5 during the 1950’s, 3 to 9 during 1960s, 7 to 4 during the 1970s and 15 to 21 in the 1980s further got stabilized\textsuperscript{148}.

\textsuperscript{147} \textit{Op cit}; Nirmal Malhotra, Pratibha Mittal; 2001; P 213, 214

\textsuperscript{148} \textit{Op cit}; NCERT; Vol – II; 2000; P. 1142
Another study was conducted by NCERT (1997) about "the personality traits of primary school teachers of Cuddalore Educational district in Tamil Nadu", found that

(i) Age, sex, experience and community did not affect the attitude of teachers towards teaching.

(ii) Government schools teachers differ from aided schools with regard to the attitude toward teaching$^{149}$.

### 2.2 Finding of Physical Infrastructure Facilities

The fifth All India Educational Survey (NCERT 1992) reports the increase in access to schooling facilities from the time of the fourth All India Educational Survey. The highlights were:

(a) 94.60% rural population was served by primary section located either within the habitation or upto a walking distance of one kilometer as against the 92.82% population served in 1978.

(b) However, only 13.25% of the habitation covering 36.98% of the rural population had upper primary schools or sections within the reach from their residence. The corresponding percentage for the fourth survey were 10.74% and 33.47% respectively

(c) The percentage of pucca or partly pucca primary school building increased from 59.90% to 72.75%, a substantial increase indeed$^{150}$.

NCERT (1992) reported that while physical facilities in school especially in rural schools, were inadequate, teaching condition of schools were considerably good in four districts of Bihar. In a study conducted by the Fifth All India Educational Survey (NCERT 1992) their conclusions were:


(i) Lack of physical facilities at schools was a major problem
(ii) In 81.0% of the school no teaching aids were available. The same team of researches undertook a similar study to identify the problem of the upper primary stage, i.e.; classes VI to VIII. The major finding were that these schools were much better off than the primary schools with respect to physical facilities and teaching aids, i.e.: 74.0% had permanent building as well as blackboards (BBs), 57% had urinals (exclusive of 16% latrines), 44% had drinking water facilities, 68% had teaching aids, 58% had play grounds and 68% had a games teacher. Further NCERT (1992) derived the conclusion that the levels of infrastructure facilities provided teaching learning environment and consequently, the learners’ achievement level was raised.151

Regarding the Private investment in Primary Education a study in district Warangal Andhra Pradesh. The finding reveals that:
(i) The private sector controlled only small percentage of primary education in the district though the number of primary schools under private management increased nearly six fold during a single year from 1981-82 to 1982-83.
(ii) In 1971-72, 30% of the primary schools were housed in their own building as against 46% in rent free buildings. The rented school building constituted 16%.
(iii) In 1971-72 only 40% of the schools were housed in pucca building whereas nearly half of the primary schools were run in thatched temporary sheds.
(iv) Most schools under all types of management had accommodation of less than five rooms.
(v) Nearly half the schools in the district had playgrounds.152

151 Op.cit; NCERT; Vol – I; August 1997; P. 278 - 279
In the study conducted by Benedicta Leonilla Ageira (1996), indicated that the infrastructure to achieve universalisation of primary education is inadequate in the rural areas of South Kanara and Raichur districts, especially in Raichur District, 39 percent of the children in the age group 6-12 years do not have the infrastructure for primary education. The available date also shows that there is a significant difference in the facilities, which are available for primary education in the district of South Kanara and Raichur. The evidence supports that efficient infrastructure is necessary to achieve universalisation of primary education\textsuperscript{153}

However, Fifth Survey of Educational Research in Education (NCERT 2000) observed ‘A study of operation Blackboard Scheme implemented in Sakkottai Panchayat Union, Pasumpon Thevar Thirumagan District. The major findings were:

(i) Eighty three percent of the primary schools in the panchayat union did not have adequate facilities.
(ii) All the primary schools had two or more teachers.
(iii) The operation blackboard materials were utilized by the teachers in primary schools to a great extent.
(iv) Teachers in government primary school utilized the teaching materials to a great extent than teachers in private primary schools.
(v) When compared the teachers working in government primary schools and the teachers working in private management schools. It was found that there were no significant difference between private schools and government schools in their utilization of play field materials, games material, mini tools kits, mathematics kits and musical instruments\textsuperscript{154}.

\textsuperscript{153} Op cit: Benedicta Leonilla Ageira; 1996; P. 141
\textsuperscript{154} Op cit: NCERT; Vol – II; 2000; P. 1152, 1153
An attempt was made by NCERT (1997) to investigate the extent of utilization the equipment and educational materials supplied to primary schools in three states viz; Gujarat, Rajasthan and Tamil Nadu under the centrally sponsored Operation Blackboard Scheme (OBS). It reported that:

(i) 83.8% of the schools had two all weather rooms and 55.6% of schools had verandahs whereas only 9.7% of schools had toilet facilities.
(ii) While 46.2% schools had at least two teachers.
(iii) The female teachers constituted less than 50% of the total number of teachers.
(iv) The majority of the schools received the educational materials although the percentage of item received differed from item to item i.e.; 56% (Syllabi) to 99.5% (mathematic kits).
(v) The majority of the teachers (93.5%) were using the material supplied and they opined that these materials supplied would help to improve enrolment, retention and achievement level of pupils.

Amarjeet Sinha (1998) in his study “Primary Schooling in North India: A field investigation”. The findings of this study are most revealing as far as the infrastructure available with schools is concerned.

(i) Only a percent of the surveyed schools for which reliable data is available; have benches an chairs; only 59 percent of the schools have blackboards; 39 percent schools have a governmental provision for the purchase of chalks (the rest it is the teachers who has to buy the chalk from his own salary or from the collection from the students). 13 percent have toilets; 58 percent have drinking water facilities; 16 percent have teaching materials and 36 percent have a playground of

155 Op cit; NCERT; Vol – I; P, 278
their own. There is only one private school in Amkhut in Jhabua that possesses all the basic facilities. The basic facilities appear to be poorest in the North Bihar district of Khagaria and Madhubani.

(ii) As regards the school building, 66 percent of the surveyed schools had a pucca building, 18 percent had a Kaccha building, 13 percent had a dilapidated building and 3 percent had no building at all. The quality of pucca building varies from schools to schools and there are some references to pucca building that leak in the rainy season. There are also references to some Kaccha building that are well maintained. All the dilapidated building is in Bihar, as per survey indicating the poor infrastructure on account of resources crunch156.

With regard to the facilities in schools it has improved significantly, but a lot more need to be done. For instance, as per the 6th All India Educational Survey, only 5% of the schools have separate lavatories for girls and only 8.7% has separate urinals for girls. Only 65% of the primary schools have pucca building as against 69% of upper primary schools.

The situation of the school infrastructure and facilities has not improved substantially since the 6th AIES. As per the 7th AIES (2002), out of the total 900,000 primary and upper primary schools only around 80% schools have pucca building and surprisingly, around 20,000 schools have no building at all. The situation seems to be alarming in Assam with less than 4% of the schools with pucca building157.

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156 Op cit; Amarjeet Sinha; 1998; P. 57, 58
157 Yojana; A development monthly Vol – 49; September; 2005; Anurag Misra (Chief Editor) New Delhi; P. 18
2.3 Finding on the Human Resources

Digumurti Bhaskara Roa (1996) stated that traditionally in most welfare state, economic conditions is funded by the state to a substantial extent. Many countries have an explicit state policy of providing free compulsory education to all, which requires 100 percent financing or primary education by the government itself. However, a small contribution does flow from Non government sources on several developing countries.

In all the major sources of funds for education from the government, including various layers/level of government fees from students’ donations and endowments made voluntarily to the education sector, and other miscellaneous sources, have been the most common ones. Government sources include primarily the funds allocated by the state. Out of the general tax, revenue but in quite a few countries special education taxes or educational cess are also common. Further, it is not only the education departments, but also other departments allocate some proportions of their respective budget for education.

In India, the role of central government had been insignificant in financing elementary education for a long time. Though universalisation of elementary education is a constitutional responsibility, the constitution originally placed education, including elementary education in the list of state (provincial) responsibilities. This list continued till the mid 1970s. When the National Policy on Education 1986 was formulated the role of the central government has substantially increased in funding elementary education. At the same time the role of local governments, which used to be significant in the 1950s and even in 1960s declined and so is the role of the non-governmental sectors.
The relative shares of fees and of voluntary contribution in the form of donations and endowments in basic education come down to negligible proportion in several developing countries. In India there has been growth on private schools, many of which are state supported, but some of which do not depend upon state finances. The latter category i.e.; the school do not receive any state aid, is small in number. More importantly, by catering to the need of the better-off section of the society, they contribute in education and to social and economic inequities in the long run. Particularly from the point of view of finances, the role of private sector is negligible as the schools that do not depend upon the state aid are very few and those that receive state aid do not generate any significant level of resources on their own; rather they depend upon the state for almost the whole of their expenditure. In the sense, private schools receive liberal aid from the government.\textsuperscript{158}

According to Anil Sinha, Srilekha Majumdar, P.K. Barua (1999) Educational Institution at different levels and under different managements receives money from various sources; the amount thus received is considered to be the income of the institutions. Income may be recurring or non-recurring depending upon whether it is received every year or is received as a one time grant or donation. Recurring income in respect of the schools of Assam include governmental grant and income from non-government sources like fees from students. The non-governmental institutions are established through community support and the expenditure is met from donation or contribution.\textsuperscript{159}

B.K. Nayak (1994) In his study on a “new concept of educational administration in the state of Madhya Pradesh”, the main findings were:

\textsuperscript{158} Digumurti Bhaskara Rao; \textit{Encyclopedia of Education for all; Vol – II}; 1996 APH Publishing Corporation Ansari Road, New Delhi; P. 145, 146

\textsuperscript{159} Anil Sinha., Srilekha Majumdar. and P.K. Barua; \textit{Educational Administration in Assam}; 1999, Vikas Publishing House Pvt Ltd. Masjid Road, New Delhi; P. 88
(i) Supervision of teaching was very inefficient and introduction of diversified courses had made it all the worse.

(ii) Structure of supervision report was different in different regions.

(iii) Administrators at all levels were dissatisfied with their pay scale.

(iv) Nobody had thought of training for administrators.

(v) Teachers did not follow the Methodology of teaching that they learnt in their training period.

Another study made by B.K. Nayak on educational administration and management of schools system in the state of Karnataka. The major findings were:

(i) The offices of the Commissioner of Public Instruction was the unit responsible for policy information, planning and implementation in Karnataka.

(ii) Effectiveness of the inspection system should be made qualitatively and should be coupled with guidance and counseling to teachers.

(iii) Process of recruitment of teachers should be professionalized and depoliticized.\textsuperscript{160}

To study the impact of the Panchayati Raj on the administration of primary school in Mehsana district, according to the finding of the Second Survey of Research in Education (M.B. Buch 1979)

(i) Panchayati Raj was working fairly in the case of those Panchayati that were advanced, progressive and effective.

(ii) Service minded, committed to democratic ways and means, less politicized and benevolent leadership proved to be successful.

\textsuperscript{160} B.K. Nayak; \textit{Administration and Supervision of Primary Schools}; 1994: Deep and Deep Publication Rajouri Garden, New Delhi. P. 19 – 23.
(iii) The factors of caste and economic status had an impact on the decision making of leaders.

(iv) The weaker sections of the people were boasted upon by government and politicians played a dominant role in the decision making process at village, block and district level.

(v) The Panchayati Raj appeared to have impact in the expansion of primary education.

(vi) Much appeared to be desirable in terms of improving school quality, expanding and enriching pupil welfare services, raising teachers morale and bringing rural community closer.

Another study conducted by Second Survey of Research in Education (M.B. Buch, 1979) regarding the control and administration of primary education by local authorities in Bihar, found that

(i) Expansion of primary education in Bihar state was undertaken after free elementary education within a period of ten years.

(ii) Power of mal practice of local bodies was reduced to ashes. The government took over the responsibility of primary education and considerable improvement observed in the administration of primary education and standard of education improved.

(iii) Irregularities in payment, transfer and posting problem, diversion of funds arbitrary appointment etc were reduced.

(iv) Withdrawal of local control on primary education did not justify the basic condition of democracy but since local bodies failed to discharge their responsibility the government had to takeover\textsuperscript{161}.

Fifty Survey of Educational Research (NCERT 1997) was made an attempt into the efficiency of the system of supervision of the

\textsuperscript{161} Op cit; M.B. Buch; 1979; P. 52, 485, 486
universalisation of elementary education programme in Orrisa found out that:

(i) Their number was insufficient
(ii) Though the government required them to do extension work, it neither made the provision for the normal TA nor for necessary facilities.
(iii) The Deputy Inspectors of Schools had less control over the supervision.
(iv) There were political interferences in the administration of elementary education\(^{162}\).

In Meghalaya Paul Peta (1998) reported that

(i) In every aided school, there shall be a fund to be called the school fund like any aid granted by the government, income accruing to the school by way of fees, charges or other payment and contributions, endowments made to the schools.

(ii) The schools fund and all other funds, established with the approval of the Director shall be accounted for and operated in accordance with the rules as may be prescribed.

(iii) In every recognized unaided school, not being a minority school, there shall be a fund to be called “The Recognized un-aided school fund” and there shall be credited thereto income occurring to the school by way of fees, any charges and payment which may be realized by the schools for other specific purpose and any other contributions, endowments, gifts and the like made to the school.

(iv) The managing committee of every aided school shall file every year with the appropriate authority such as financial and other returns as may be prescribed and every such

\(^{162}\) Op cit; NCERT; Vol – I; 1997: P. 294
return shall be audited by such authority as may be prescribed. 163

According to K.M. Warjri (1980) in his study revealed that the main sources of income of the District Council are government grants and its own resources in the Khasi Hills District Council and some interns secure 100% and 60% respectively from Khasi Hills District Council 164.

To study the “Identification of problems of teachers in single teacher or two teacher primary schools, an independent study”, according to Fifth Survey of Educational Research (NCERT 2000), the major findings were:

(i) Most of the single or two teacher primary schools lacked physical and educational facilities like urinal, school building furniture, library facilities, blackboards, chalks etc.

(ii) About 80% of the primary teachers expressed that they needed a short training in handling operation blackboard material in their classroom.

(iii) All the responses clearly pointed out difficulties like over crowding and lack of interest in multi-grade teaching and 86% primary teachers needed orientations in multi-grade teaching.

(iv) Among the problem faced by primary teachers, administrative problems, personal health and stay arrangement at the place of posting were the more pronounced ones 165.

NCERT (1997) studied an experiment of monitors and house leaders in non-graded single and two teachers’ schools. The major finding

163 Opcit; Paul Peta 1988; P. 33,34
164 Opcit; K.M. Warjri; 1980; P. 97
165 Opcit; NCERT; Vol – II; 2000 P. 1454, 1455
(i) It was found that the monitor and house leaders could look after assignment, supervision, distribution and collection materials, engaged in class when teacher was on leave help weak students in their studies, arranging cultural activities and maintenance of discipline.

(ii) The role played by house leaders included school campus, cleanliness, conduction prayers, news reading, writing news on the notice board, school decoration, leadership role in group activities and writing the number present and absent on the notice board.

(iii) The role played by monitors and house leaders were common and related to each other. If they were given proper orientation and guidance, the teaching learning process would be more effective.

(iv) Teachers in the single teacher and two teachers' schools realized that the students could shoulder the responsibilities if they were properly oriented.

The single teachers schools in rural education and development, in the introductory pages of the book describes the situation of schools in the rural areas are reported that of the total number of schools in the Indian union, forty percent are single teachers schools or multi class teaching schools. Problems of these schools in dealing with mass delivery of teaching irregular attendance of pupils, lack of physical facilities, residential accommodation of teachers and other aspects are discussed with practical advice as to how the teacher may handle the situation.

According to the tenth plan period of Meghalaya in single teacher school efforts will be made to ensure that none of our schools will remain single teacher schools. The number of such institution at present is around 900. Since, the present policy of the government is

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166 Philip G. Altbach, Denzil Saldanha, and Jeanne Weilar; *Education in South Asia*, 1987 Vistaar Publication, New Delhi: P. 149
that all new schools will be granted permission only if they have a minimum of two qualified teachers. The break up of the 900 single teachers schools are 185 government-aided schools and 715 non-governments lower primary schools. It is proposed that post will be created for government aided single teachers schools. For non-government lower primary schools initially granted a lump sum grant of Rs. 3000 plus per month\textsuperscript{167}.

2.4. Finding of Financial Resources

Fourth Survey Research in Education (M.B. Buch, 1991), Educational finance for primary education in India after independence (1950 – 1975), the main findings were:

(i) The main sources of finance for primary education are grants from the state, grants from local bodies, fees and endowments etc.

(ii) The main source of finance for primary education in aid from the government, the income from fees and other sources accounts for only two to five percent of the total income.

(iii) About 93 to 97 percent of the total expenditure on primary education is spent on salaries and allowances of the teachers.

(iv) In 1950 – 51, 10.4 percent of the total and 9.6 percent of the total expenditure was on primary education of boys and girls respectively.

(v) In 1995, per students expenditure on primary education was twice the per student expenditure in 1965.

(vi) Progress of primary education in the states of Kerela, Tamil Nadu, Uttar Pradesh and Maharashtra was the best. It was the lowest in Jammu and Kashmir, Bihar and Orrisa\textsuperscript{168}.

\textsuperscript{167} Op cit; Government of Meghalaya; Tenth Five Year Plan 2002 – 2007; P. 121

\textsuperscript{168} Op cit; M.B. Buch; Vol – I; 1991; p 296
According to the Third Survey of Research in Education (M.B. Buch, 1987) found that:

(i) The provincial government was dependent upon the central government for financial assistance.

(ii) The local government bodies, on the other hand were dependent on the provincial government for financial support.

(iii) In spite of several attempts through different legislative enactments primary education could not be made free, universal and compulsory.

(iv) The government at the centre as well as in the provinces had intentionally avoided the financial responsibility of mass education.

(v) In Bengal, tuition fees met a high percentage of the educational expenditure\textsuperscript{169}.

NCERT (2000) studied the “community participation in primary school of Baroda establishment and finance”. The major findings were:

(i) With respect to schools finance, community contribution differs across different type of school managements. It was observed that the community had the largest share in the finance of school in Baroda.

(ii) In certain schools the committee members were also involved in the planning and organization of school activities. They were also involved in purchase and construction and maintenance of school building.

(iii) In the information of Managing Committee a great deal of variation across different types of schools like CBSE, Private aided and un-aided schools also manage by Baroda Municipal Cooperation were observed\textsuperscript{170}.

\textsuperscript{169} Opct; M.B. Buch; 1987; P. 78
\textsuperscript{170} NCERT; Indian Educational Abstract; Vol – II; No- 1; 2002; C.S. Nagarajni (Chief Editor) P 47. 48
A recent study of three states—Chattisgarh, Rajasthan, and Karnataka, find that a positive relationship between enrolments and attendance and provision of free meal. In 81 schools that were studied, in which the scheme was introduced in July, 2001 enrolment in grade I increased by 15% in one year. This was especially true with the female enrolment. In Chattisgarh they went up by 17% and in Rajasthan by nearly 29%. Another study noted that the provision of mid-day meal is associated with a 50% reduction in the percentage of girls who are out of school. Similarly results have been noted for district of Rajasthan171.

In Meghalaya, the public hearing on mid-day meal to be attended by the officers from the education department, the social activities, educationist, civil society group and political representative will discuss the status of the scheme and the need for effective implementation of the scheme. It may be mentioned that the cooked midday meal scheme was introduced in all government and government aided school in 1995 to ensure that enrolment and nutritional health of children, besides alleviating chronic hunger among the people from below poverty line. The Supreme Court had made it mandatory for the state government to implement mid-day meal scheme by providing every child in every government and government aided primary school with a prepared mid-day meal for each day of school for minimum 200 days172. According to Bharatiya had alleged that the government failed to implement the mid-day meal scheme as per guidelines of the supreme court, contrary to its own claim before the apex court. The state government in its reports to the supreme courts in September 2004 had stated that 91 percent of the schools in Meghalaya were covered by the schemes173.

171 Website: http://www.earthinstitute.columbia.edu/cqsd/document/baipai-Primary Education Pdf. P.
172 Newspaper; The Shillong times; Monday; November; 28, 2005; printed and published Manas Chaudri Press, Shillong. P. 1.7
173 Newspaper; The Shillong Times; Tuesday, November, 29, 2005 Manas Chaudri Press, Shillong P. 1.5
The educational achievement of mid day meal scheme at the primary schools. It was found that this scheme promoted enrolment and retained pupil in the schools. The beneficiaries of these schemes were mostly from the poorest section of the population. It is also reported that the scheme proved successfully throughout the state of Meghalaya and the financial assistance was extended to the schools for mid day meal programme but few schools receive the benefit of the programme.

According to D. Pulla Roa (1998) in his study on the financial management in India Education, has examined the system of grant-in-aid to non-government schools and suggested the use of performance budgeting for effective management of education system. He says, that under this system of budgeting, it is possible to focus attention not only on the process of expenditure, but also on the process of attainment of physical objectives like number of students getting the mid day meal etc.174.

The Government of India recently launched an ambitious Programme called Sarva Shiksha Abhiyan: An initiative for universal Elementary education. The Programme is planned to initiate in low female literacy district spread over fifteen States to achieve the goal of Universalisation of Elementary Education (UEE). It envisages that all the districts of the country will be covered under the Programme before the end of the Ninth Plan i.e. March 2002. Unlike the District Primary Education Programme (DPEP), the Sarva Shiksha Abhiyan envisages to develop district-specific elementary education plan with the framework of decentralized management of education with focus on Panchayati Raj institutions. In DPEP, the focus was on primary level only. In case in Tamilnadu, money was released to the State Government in two installments to carry over pre projects activities in 22 districts. The

174 D. Pulla, Roa. Economic of Primary Education; 1998; Rawat Publicaiton, Jawahar Nagar, Jaipur. P. 30,31
money was released to the State Government and also to the DPEP. The State Government has yet to release the amount to the DPEP\textsuperscript{175}.

The Sarva Shiksha Abhiyan is an initiative of the Central Government even though education in India is largely the responsibility of the State Governments. A worrisome factor, however, raised with respect to the Sarva Shiksha Abhiyan is whether the State Government will be able to meet with their share of their financial obligation (which will rise with each five year Plan). In order to be able to do so, the State Government will need to undertake long overdue fiscal reform. In 2001/2002 the fiscal deficit of all Indian State taken together was as high as 5.1 % of GDP. In eight states their fiscal deficits was more than seven percent of state gross domestic product. The States have every high debt burdens; in some state the debt to revenue ration exceeds 200\textsuperscript{176}.

The 73\textsuperscript{rd} and 74\textsuperscript{th} constitutional amendments provide legal authority to local bodies to plan manage and control educational activities both in rural and urban areas. In Sarva Shiksha Abhiyan Programme district level planning and management is the main trust for achieving the target of cent percent enrolment, retentions and achievement by children at the elementary stage\textsuperscript{177}.

The assistance under the programme of Sarva Shiksha Abhiyan was on an 85:15 sharing arrangement between the central Government and the State Government during the Ninth Plan and at 75:25 during the Tenth Plan, and at 50:50 thereafter. As a result of Sarva Shiksha Abhiyan, the estimated number of out of school children has come down from 2.3 crores in the beginning of 2003-04 to 81 lakhs. More than 3 lakhs additional teachers have been recruited across the

\textsuperscript{175} Website: www.f.educationforallindia.com/page 165.html
\textsuperscript{176} Website. http://www.earthinstitution.columbia-edu/cgds/docment/bajpai/primayeducation.pdf
\textsuperscript{177} Opcit; Upala Konwar; \textit{Primary Education In North Eastern States}; 2003; P. 226
country under Sarva Shiksha Abhiyan to ensure appropriate pupil teacher ratio\textsuperscript{178}.

In Meghalaya, the total amount of Rs. 4.35 crores had also been released to the District Units and the largest amount of Rs. 1.02 crores was sanctioned to West Garo Hills, South Garo Hills got Rs. 35, 21 lakhs, East Khasi Hills received Rs. 75.30 lakhs, West Khasi Hills received Rs. 75.25 lakhs, East Garo Hills got Rs. 55.07 lakhs, Jaintia Hills Rs. 52.11 lakhs and Ri Bhoi got Rs. 39.13 lakhs\textsuperscript{179}.

With the introduction of 93\textsuperscript{rd} Constitutional Amendment Bill for children between 6 and 14 years has become fundamental right. The state shall provide free and compulsory education to all children between 6 to 14 years. The right to free and compulsory education shall be enforced in such a manner of law. The State shall provide early childhood care and education and for all children until they complete the circle of elementary education. A parent or guardian shall have to provide opportunities to education of their children or ward as the case may be. It is a new commitment by the Government towards achieving the target of Universal Elementary Education by the year 2007 (as visualized by the 10\textsuperscript{th} Five Year Plan)\textsuperscript{180}.

\textbf{2.5. Finding related teacher}

In a study on "Training of Primary teacher", NCERT (2000) It was found that:

(i) States have designed in service education programmes for Primary Teachers, Head Teachers, Head of Cluster Resources Centre (CRCs), Coordinators, Block Resources Centers, number of Villages Education Committee (VECs),

\textsuperscript{178} Opcit Govt of India; Annual Report 2004-05; P. 56-57
\textsuperscript{179} Opcit: Shillong Time, dt 08/01/2003; P. 153
\textsuperscript{180} Opcit: Utpala Konwar 2003; P. 43
faculty of DIET, and SCERTs Karanataka and Tamil Nadu were yet to set up cluster resources centres.

(ii) The study revealed that training needs of different functionaries were identified by the state on the basis of

(a) The experiences of SCERT/DIET faculty, while working with primary teachers and others functionaries.

(b) Findings of the baseline learning achievement studies conducted by the NCERT and the NIEPA, and interaction with concerned personnel. States had however, not identified training needs of these functionaries by conducting research systematically.

(iii) State had not delineated explicitly objectives of training for different functionaries as revealed from their training designs.

(iv) The contents of training of different functionaries had been identified by the states. It, however, differed from one state to another.

(v) Most of the states had planned to provide recurrent training to primary teachers and other functionaries.

(vi) Activity based approach, demonstration were the transactional approaches, which were planned to be followed in the training of teachers.

(vii) Most of the states had drawn up plans to monitor and evaluate the quality of training by seeking trainees' perceptions at the end of the programme either through a questionnaire and or through interview.

(viii) The review or training design developed by different states revealed that they had not paid adequate attention to the follow-up aspects of the training.

Again, another study conducted by NCERT (2000) on "teachers role in influencing enrolment and attendance in primary schools", the major findings were:
Poverty, Child labour, household work were some of the prominent reasons for dropout.

Teachers were able to involve community in the activities of the schools for its development.

Teachers’ interaction with pupils, parents and elders had positive impact on enrolment in schools.

Regular Parent Teachers Association (PTA) meeting had positive effect on improvement of enrolment and attendance in schools181.

According to Fifth Survey of Education Research (NCERT 1997) reported that

(i) A large percentage of Scheduled Tribes Schools did not have a required physical facilities 
(ii) There were no fixed criteria for selecting and posting of teachers in scheduled tribe schools.
(iii) The majority of the scheduled tribes schools reported that they found the syllabus heavy.
(iv) The problems faced by scheduled tribes schools were
   (a) Heavy work
   (b) Lack of expertise
   (c) Inadequate of equipment 
   (d) Inadequate numbers of books
   (e) Paucity of funds
(v) All teachers' educators reported the need for more in service training in all the areas of the syllabus and the induction of preschool education, elementary education and non-formal education182.

181 NCERT; Indian Educational Abstract; July 1999-January 2000; NCERT Sri Aurobindo Marg; New Delhi, P. 43,44,20
Another study on the elementary school teachers, According to Fourth Survey of Research in Education (M.B. Buch, 1990), the main finding were"

(i) Rural and urban teachers had some common characteristic in respect of their attitude towards the teaching profession, job satisfaction, socio-economic status, and overall personality traits.

(ii) A number of disparities were found in their profiles.

(iii) A large number of teachers working in rural areas were less qualified, had higher workload interns of number of classes, number of subjects and teaching period spend more time on clerical work besides received less incentives and more disincentives.

(iv) Teachers working in backward and advanced state schools showed similarities in respect of their attitude towards the teaching profession, socio-economic status and a few personalities characteristic.

According to NCERT (2001), parents participation in children’s academic activities in relation to their achievement at primary level, found that:

(i) Parents giving direction and guidance at appropriate time contribute towards the better performance of their children in schools.

(ii) Intrusiveness of parents’ participation in their academic activities does not significantly influence children’s academic achievement.

(iii) Parents neglect and ignoring children academic activities in relation to their achievement is not conducted for better performances.

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183 Opcit: M.B. Buch; *Five Survey of Educational Research* Vol – II; 2000; P. 1447
184 NCERT: *Indian Educational Abstract*; Vol – I; July 2001 NCERT; (C.S.Nagarajni (Academic Editor) P. 51
In a study conducted by Sudeshna Ghosh (2005) observed that family background affect children’s learning while they are in school not only in India, but also across the globe. Families were aware that education can contribute much to their children’s learning achievement, even in disadvantaged district. Again, even when families are motivated to educate their daughters and sons sending a child to school everyday may be impossible to

(i) Opportunity for child labour especially during peak agriculture season to supplement the family’s earnings.

(ii) Substitution of daughter’s (particularly the eldest daughter) schooling for mother’s participation in the labour force, where the daughter is required to look after the household and her sibling\(^\text{185}\).

There was a high degree of satisfaction among parents concerning the performance of teachers with 33 percent of them expressing their clear dissatisfaction with teachers. The number of satisfied parents was lower than 50 percent and 21 percent of them were either unable to answer or unwilling to comment on teacher performance.

Children in primary school have, it seems, little respect for their teachers. Many of the children said a few teachers never taught in class, even when they come to schools. Sleeping in the classroom, gossiping with colleagues, are the task most of the teachers were complimented of\(^\text{186}\).

M.B. Buch, (1991) found that optimum teacher pupil ratios in school were:

(i) There was a wide variation (1:20 to 1:55) among the state and union territories in terms of norms of teacher-pupil ratios prescribed by the different states.

\(^{185}\) Sudeshna Ghosh; Review of Development and Change; Vol – X Jan – June 2005; Padmini Swaminathan for Madras Institute Department, Chennai; P. 27

\(^{186}\) Op cit: Economic and Political Weekly; March 13, 2004; P. 1174
(ii) There was a wide gap between the norms prescribed and the actual position.

(iii) There were variation in school size, classes size and teachers work load.

(iv) A large percentage of teachers did not even teach the minimum prescribed periods per week.

(v) More than half the schools workload is less than 220 days in a year.

(vi) More than half of primary teachers did not take interest in the Universalisation of Elementary Education (UEE)

(vii) Nine out of ten schools meant for tribal children did not even conduct an annual census of children of school going age.

(viii) A large percentage of schools did not fully utilize various incentives provided for Schedule Caste or Schedule Tribe and backward communities.

(ix) Supervision and guidelines of teachers, students' services and extension work were very limited.

(x) In class V about 38 percent of schools had more than 50 students per class.

(xi) The Actual teacher-pupil ratio for the sample schools covered by the study throughout the country for different stages were as under: Primary stage 1:37 (rural), 1:35 (urban), 1:36 (overall);