The first survey of educational administration in India was conducted by the National Institute of Educational Planning and Administration (NIEPA) in 1973-74. After a gap of two decades, NIEPA has again undertaken the gigantic task of conducting the Second All India Survey of Educational Administration, covering all the states and union territories. This book is an outcome of the survey recently completed in Meghalaya.

The book is based on an analysis of not only information collected from primary sources in the state but also the latest data from secondary sources. It gives the present status of educational administration, right from the institution to the state level, with focus primarily on administration of school education. The selected indicators of educational development given in the book provide a comparative picture of the state vis-a-vis the all-India position at different points of time. The book provides a critical analysis of various functions of educational planning and administration with suggestions for future development of the administrative system, outlining the tasks ahead for educational planners and administrators. It also studies the activity profiles of educational administrators, particularly at district and institutional levels.

The book belongs to a series of such publications on educational administration in the various states and union territories of the country and is valuable reference material for researchers, educationists, educational planners and administrators as well as all those interested in the development of education.

SRILEKHA MAJUMDAR, Ph.D. from the Indian Institute of Technology, Delhi, was awarded the State Scholarship in Education for higher studies in the UK by the State Government of West Bengal and joined Reading University. She has a rich and varied research experience; her major field of study is educational management—the areas of academic interest include organisational issues in educational management, especially the multidimensional issue of institutional effectiveness; educational management in the north-eastern region of India and education of the deprived and disadvantaged. She has published numerous papers on various issues and authored books on educational administration in the different states and union territories of the country. A former teacher of Calcutta University and Project Associate Fellow of NIEPA, she is presently working as consultant at Educational Resources Centre, New Delhi.

TORIST MARK, A statistician, trained at Wisconsin University, USA and a teacher of the subject at St. Anthony's College, Shillong, he has been serving the Meghalaya Government for the past two decades—as Deputy Director of Public Instruction, Joint Director of Public Instruction and currently, as the Director of Elementary and Mass Education. He has been the State Survey Officer for a number of prestigious national-level surveys including NCERT's Fifth All-India Educational Survey. His administrative and rich and varied academic experience is well reflected in the many publications he has to his credit.
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Project Team

National Level

Project Associate Fellow : Dr. R.S. Tyagi

Project Associate Fellow : Dr. Srilekha Majumdar (upto 30th June, 1999)

Consultant : Dr. R.P. Singhal

State Level

Project Officer : Shri Torist Mark
Director of Elementary and Mass Education
Government of Meghalaya
Foreword

The Institute is happy to bring out this report of a survey of educational administration in Meghalaya. This publication belongs to a series of such reports which are being brought out by NIEPA as a part of the Second All India Survey of Educational Administration, covering all the states and union territories in the country.

The National Policy on Education accords a high priority to the need for overhauling the system of planning and management of education. To bring about the required changes in the system, it is first necessary to know how it is working at present. Accordingly, the survey report covers various aspects of educational administration in Meghalaya in a comprehensive manner. Apart from furnishing general information about the state and indicating the legal basis of education, the report provides a brief description of educational policies and programmes, organisation and administration of education, the role of non-government agencies and local bodies, personnel management, financial management, information system, processes of educational planning, inspection and supervision and academic support system. The report also contains activity profiles of inspecting officers and heads of institutions which could help in designing more tangible pre-service and in-service programmes for these educational functionaries. There is also a discussion on the current issues and problems faced in the management of education as well as an indication of the prospects for future development.

Detailed data on the size, efficiency and performance of educational administration in a state or a union territory are not readily available. The Survey attempts to bridge this gap in information. The indicators of educational development included in the report give a
comparative picture of the state and the overall national position at different points of time.

On behalf of the Institute, I would like to express my sincere appreciation of the work put in by the project team, particularly of the leadership and guidance provided to the project team by Shri Anil Sinha, Former Joint Director, NIEPA as the Project Director up to November, 1996. I would also like to put on record my appreciation of Shri Baldev Mahajan, formerly Project Director and Joint Director, NIEPA and late Shri M.M. Kapoor, who was Project Director and Senior Fellow and Head, Sub-National Systems Unit of the Institute up to December, 1993. While the credit for preparing the preliminary report of the Survey goes to the project team at the state level under the direction of Shri Torist Mark, Director of Elementary and Mass Education, Government of Meghalaya the major responsibility for finalising the report was undertaken by Dr. Srilekha Majumdar at NIEPA. I am most thankful to the members of the National Advisory Committee of the Survey for the expert advice and guidance at all stages of the project. We are particularly grateful to the Government of Meghalaya for their willing cooperation in providing the basic material for this survey report.

I hope this publication will serve the needs of educational planners, administrators and policy-makers as well as students, teachers and researchers.

New Delhi  B.P. Khandelwal
June, 2000  Director
           National Institute of Educational
           Planning and Administration
Preface

The first National Survey of Educational Administration conducted by the National Institute of Educational Planning and Administration in 1973 was a pioneering attempt to study the organisation and administration of education in all the states and union territories. The Second Survey now seeks to provide an elaborate picture of educational administration in general and school education in particular, with special reference to its structure, organisation, processes, functions as well as challenges and innovative tasks confronting the system and its growth over the years.

Primary data were procured through a field study conducted with the help of a set of structured tools. A vast variety of secondary sources such as the central and state government documents, census reports, state budgets, plan proposals, educational research studies, etc., proved useful for the analysis of the state education system in a national perspective.

This study is an outcome of the collaborative efforts of the Education Department of the State of Meghalaya and NIEPA. The findings, interpretations and conclusions given in this study are, of course, those of the authors and need not necessarily be attributed to the Institute or the state government.

We would like to take this opportunity to express our thanks to the authorities of the state especially to Shri Y. Tshering, Education Secretary, Shri Pariah, Shri Wahlang and Shri P.J. Bazeley, Former Education Secretaries and Smt. M. Mawlong, former Additional Education Secretary, for efficiently coordinating the project at various stages; to the whole team of personnel at the district, block and institutional levels and at the SCERT and SIE for their active cooperation in the successful completion of this work. We would also like to put on record our appreciation of the state government’s invaluable help and support extended to us under the guidance of Shri
D. Gangopadhyay, former Chief Secretary; Shri Wahlang, former Education Secretary; and Shri L. Ray, DPI for the two-day workshop on Planning and Management of Education in the North-Eastern States and Sikkim held at Shillong in October, 1996. In this context, our sincere thanks are also due to Shri Wolflang, Director, SCERT and his faculty members for their untiring help and cooperation. The discussions by various participants at the workshop, especially representatives of the Meghalaya State Education Department, have helped in enhancing the richness of the report.

We are most grateful to the members of the State and the National Advisory Committees for their expert guidance. We would like to record our profound sense of gratitude to Prof. B.P. Khandelwal, Director, NIEPA and to Shri Champak Chatterjee and Prof. Kuldeep Mathur, former Directors, NIEPA for their support and encouragement extended to us so generously. We thank Shri Anil Sinha former Joint Director, NIEPA and Project Director of the survey who provided leadership and guidance to the project team upto November, 1996. We are equally thankful to Dr. P.D. Shukla, Dr. T.N. Dhar, Dr. R.P. Singhal and Shri J.A Kalyanakrishnan for their valuable advice during various stages of the Survey, including the finalisation of its reports. We are thankful to Shri P.R.R. Nair for his help and cooperation in all administrative matters.

We would like to place on record our sincere gratitude to late Shri M.M. Kapoor, former Project Director, for pioneering a project of this magnitude and for providing guidance and direction to the project team upto December 11, 1993. Thanks are due to other members of the Project Team at NIEPA for their sincere cooperation in bringing out this report. We are thankful to Ms. Nirmal Malhotra, Librarian and Shri N.D. Kandpal, Documentation Officer at NIEPA for their help. We thank Shri P.N. Tyagi, Cartographer, NIEPA for his valuable assistance in cartographic work of this report. We wish to extend our thanks to our former colleague Shri Arvind Sinha for helping in the preparation of the indicators of educational development, to Shri Sanjay Sharma and Shri Shishpal for word-processing and to a number of other persons for rendering administrative, secretarial, computer and reprographic assistance. Thanks are also due to Shri M.M. Ajwani, Deputy Publication Officer, NIEPA for his assistance in publication of the book.

New Delhi
June, 2000

Srilekha Majumdar
Torist Mark
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Abbreviations

ACR  Annual Confidential Report
ADC  Autonomous District Council
ADPI Additional Director of Public Instruction
AIs  Accredited Institutions
AISs Assistant Inspector of Schools
BTC  Basic Training College
CABE Central Advisory Board of Education
CBSE Central Board of Secondary Education
CDB  Community Development Block
CPF  Compulsory Provident Fund
CSS  Centrally Sponsored Scheme
CTE  College for Teacher Education
DAEO District Adult Education Officer
DDPI Deputy Director of Public Instruction
DEET District Examination for Elementary Teachers
DEO  District Education Officer
DFP  Delegation of Financial Power
DFPR Delegation of Financial Power Rules
DIET District Institute of Education and Training
DISs Deputy Inspector of Schools
DPC  Departmental Promotion Committees
DPI  Director of Public Instruction
DSEO District Social Education Officer
DVEC District Vocational Education Committee
DWCRA Development of Women and Children in Rural Areas
ECCE Early Childhood Care and Education
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Abbreviations

PWD
RCCP
REC
RFLP
RVTI
SABE
SAEP
SBTE
SC
SCERT
SCTE
SES
SISs
SIVE
SLMA
SNP
SOS
SPSC
SRC
ST
TTI
TLC
TRYSEM
UPE
UPSC
VEC

Public Works Department
Recorder cum Cassette Player
Regional Engineering College
Rural Functional Literacy Programme
Regional Vocational Training Institute
State Advisory Board of Education
State Adult Education Programme
State Board of Teacher Education
Scheduled Caste
State Council of Educational Research and Training
State Council of Technical Education
State Education Service
Sub-Inspector of Schools
State Institute of Vocational Education
State Literacy Mission Authority
Supplementary Nutrition Programme
State Open School
State Public Service Commission
State Resource Centre
Scheduled Tribe
Teacher Training Institute
Total Literacy Campaign
Training of Rural Youth for Self Employment
Universal Primary Education
Union Public Service Commission
Village Education Committee
Chapter 1

Introduction

Objectives of the Survey

The National Institute of Educational Planning and Administration (NIEPA) conducted the First All India Survey of Educational Administration in 1973-74. During the intervening period of nearly twenty years, modifications in organisational structure and administrative practices, as well as adoption of new policies and programmes subsequent to the implementation of New Education Policy and Programme of Action (1986), and reports submitted by state level education commissions, committees, etc., have brought about many changes in the educational scene. It is necessary to see the implications of these changes in educational administration. Consequently, it was decided to conduct the Second All India Survey of Educational Administration with the following principal objectives: (i) to understand the present status of educational administration in terms of structures, systems and processes at various levels; (ii) to study the experiments, innovations and changes; and (iii) to identify major issues and future tasks of educational planning and management.

Scope and Coverage

The Survey covers the organisational set-up, roles, functions and activities of the Education Department at the secretariat, directorate and inspectorate levels of educational institutions under different managements; and of departments other than the Education Department. It addresses itself primarily to the administration of school education. Consequently, technical, professional and higher education have not
been discussed at length although there might be occasional references to these.

A select bibliography in respect of studies conducted and books referred to in the report on educational administration is included in the Appendix. Primary data for the Survey pertain to the year 1990-91 and those taken from the secondary sources are the latest available.

Methodology

The methodology of the Survey included collection of information from the State Education Department, its different directorates and district, block and institutional level organisations, on the basis of a representative sample. Secondary sources were also tapped for this purpose.

Sample

A framework was designed to select a sample by multi-stage, purposive sampling technique covering at least 10 per cent of the total number of districts adequately representing each state/union territory of the country. However, considering the time and feasibility aspects, only one out of every fifteen districts in each state/UT was selected on the basis of it being the most representative and from each district thus selected, two representative blocks or sub-educational districts, that is, one rural and the other urban, were taken up for the study. Similarly, a representative sample of schools of different types was selected from each of the sampled sub-educational district/block/division/region/circle, if such unit(s) existed in the state/union territory concerned.

In Meghalaya, the district of East Khasi Hills covering two blocks, namely Myllim and Umaning were taken up for the purpose of the survey. From these blocks, thirty-six schools at various levels and under different managements—belonging to both urban and rural areas, were randomly selected as per details given in Table 1.1.

<table>
<thead>
<tr>
<th>Institution</th>
<th>Number of Institutions</th>
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<tbody>
<tr>
<td>Primary school</td>
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<tr>
<td>Upper primary school</td>
<td>10</td>
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<tr>
<td>Secondary school</td>
<td>12</td>
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<tr>
<td>All schools</td>
<td>36</td>
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Tools

Three types of questionnaires were constructed and used for data collection. These are:

1. **State Level Questionnaire (SLQ)** designed to collect information from primary sources namely, the Education Department, directorates and other concerned officials;

2. **Area Level Questionnaire (ALQ)** to elicit information on organisation and administration of education at the divisional/regional, district, block or circle levels and from officers-in-charge of the area; and

3. **Institutional Level Questionnaire (ILQ)** to collect information from institutions and their heads.

Apart from data collected by means of these questionnaires, supplementary information was also collected at the national, state and area levels from:

- secondary sources like government publications, legislative documents, codes, rules and regulations, ordinances, state plans, budgets and statistical publications;
- interviews and discussions with officers holding different hierarchical positions at various levels as well as heads and teachers of institutions;
- discussions on related issues and problems in meetings, workshops and seminars at national, state, district and grass-root levels; and
- select literature on educational organisation and management published by various agencies.

Case Study

As a part of the survey, an in-depth study on "The Impact of the Government Taking Over of the Administration of Primary Education from the District Council" was conducted in Meghalaya.

Advisory Committees

The project design provided for the constitution of the National and State Advisory Committees (Appendix-I) to guide and advise the Project Team at NIEPA and at the state level on matters pertaining to the Survey.
Preliminary work on this report was done at the state level. It was revised and finalised at NIEPA, in consultation with experts and state authorities, according to a common format to facilitate inter-state comparison.

**Problems and Difficulties**

Any survey of this kind is usually confronted with a set of problems. In the case of the survey in Meghalaya, one of the main problems was the non-availability of time series data in certain cases. This made the analysis of temporal data from all departments other than the education department, difficult. Inter-departmental comparison, therefore, was not possible.
About the Series

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