



REPORT

OF THE

RADHAKRISHNA COMMITTEE

ON THE

**Reorganization of the Board of High School
and Intermediate Education Uttar Pradesh**

APPOINTED BY THE

GOVERNMENT OF UTTAR PRADESH

IN

November 1964

35

LIBRARY & DOCUMENTATION CENTRE

National Institute of Educational
Planning and Administration.

17-B, Sri Aurobindo Marg,

New Delhi-110016

DOC, No..... D-3958

Date..... 14-9-87

FROM

THE CHAIRMAN,
REORGANISATION COMMITTEE,
THE BOARD OF HIGH SCHOOL AND
INTERMEDIATE EDUCATION, UTTAR PRADESH,

TO

THE SECRETARY TO GOVERNMENT,
EDUCATION DEPARTMENT,
VIDHAN BHAWAN,
LUCKNOW.

Dated Allahabad, 27th November, 1965.
Lucknow

SIR,

THE Report of the Committee formed to reorganise the Board of High School and Intermediate Education, U. P., *vide* Government Memorandum No. AI-5078/XV-1590-1964, dated November 25, 1964, is enclosed.

Yours faithfully,
RADHA KRISHNA.

MEMBERS OF THE COMMITTEE

1. Sri Radha Krishna, Chairman, Public Service Commission, Uttar Pradesh, Allahabad *Chairman.*
2. Sri Madan Mohan, M. L. C., Chairman, University Grants Committee, Uttar Pradesh, Allahabad *Member.*
3. Sri Jagdish Saran Agarwala, M. L. A., Alamgiri Ganj, Bareilly.
4. Sri Virendra Swaroop, M. L. C., Advocate, 15/96, Civil Lines, Kanpur. "
5. Sri Devi Prasad Misra, M. L. C., President, Madhyamik Shikshak Sangh, Principal, T. N. Mahavidyalaya, Tanda (Faizabad). "
6. Sri Raj Nath Kunzru, President, U. P. School Managers' Association, Chilli Int. Road, Agra. "
7. Dr. A. C. Chatterji, Vice-Chancellor, Gorakhpur University, Gorakhpur. "
8. Km. Kanchanlata Sabbarwal, Principal, Mahila Degree College, Lucknow. "
9. Sri Kanhaiya Lal Gupta, Principal, Municipal Inter. College, Vrindaban. "
10. Dr. R. K. Singh, Principal, Balwant Vidyapith, Agra. "
11. Sri B. S. Sial, Director of Education, Uttar Pradesh, Lucknow. "
12. Dr. C. M. Bhatia, Additional Director of Education, Uttar Pradesh, Allahabad. "
13. Sri S. N. Baqar, Deputy Director of Education, Gorakhpur. "
14. Sri Sri Niwas Sharma, Deputy Director of Education, Varanasi Region, Varanasi. "
15. Dr. R. B. Mathur, Head of the Department of Education, Lucknow University, Lucknow. .. *Co-opted.*
16. Dr. Gopal Tripathi, Principal, College of Engineering, Banaras Hindu University, Varanasi "
- *17. Sri P. R. Chauhan *Member-Secretary.*

*Took over from Sri S. D. Pant, Secretary, Board of High School and Intermediate Education, Uttar Pradesh, Allahabad with effect from March 6, 1965 *vide* Government Memorandum No. A1/675/XV-1590/1964.

INDEX OF CONTENTS

CHAPTERS	<i>Pages</i>
I—Introduction	1
II—Historical Perspective	4
III—Functioning of the Board	10
IV—Content of Education and the School Plan	17
V—Preparation of Curriculum and Text-books	23
VI—Examinations	33
VII-A—Recognition of Institutions	40
VII-B—Improving quality of Schools—Recognition Policy and Science Education	45
VIII—Inspection and Supervision of Education	58
IX—Accreditation of Schools	68
X—Peaks of Excellence (Education of the Gifted)	75
XI—Organisation of the Board	85
XII—Intermediate Education Amendment Act, 1958	99
XIII—Grant-in-aid	110
XIV—Summary of Principal Recommendations	116
Note of dissent by Sri Virendra Swarup	127
Note by Sri Devi Prasad Misra	130
Note by Sri Raj Nath Kunzru	134
Note by Sri Jagdish Saran Agarwal, M.L.A.	139
Note by Sri Kanhaiya Lal Gupta	141

INDEX OF APPENDICES

	<i>Pages</i>
Government Memorandum No. AI-5078/XV—1590-1964, dated November 25, 1964	145
II—Working of the Committee—its Modus Operandi	148
III-A—Statement of the meetings attended by the members	152
III-B—Statement showing the attendance of the members attend- ing various Sub-Committees	154
IV—List of persons/institutions/associations etc. who submitted their views before the Committee	156

INDEX OF TABLES

	<i>Pages</i>
1. Showing percentage of failure at Public Examination ..	45
2. Percentage of Third Divisioners among the passes.. ..	46
3. Number of students offering General Hindi and General English at the Intermediate Examination	53
4. Percentage of total age-group of boys and girls at age 14 in 1958 in various types of schools in England and Wales ..	80
5. Percentage of total age-groups of boys and girls in full-time education at age 17 in 1961	80
6. Expected number of candidates in the Boards Examinations up to 1980-81.. .. .	86
7. Number of candidates that each Sub-Board will be required to handle at the 1965 level of candidates	92

CHAPTER I

INTRODUCTION

1. The Government of Uttar Pradesh in November, 1964, formed us into a committee to examine the existing organisation and working of the Board of High School and Intermediate Education, U. P. and to suggest steps to improve its efficiency and speed in the context of rapid expansion taking place in the field of Secondary Education. The intention of the Government, as stated in its Memorandum, constituting the Committee, has been to make the Board an effective and efficient instrument for the planned development of Secondary Education in the State.

RAISON D'ETRE

2. The Board was set up by the Intermediate Education Act, 1921 and has been functioning since without any appreciable change in spite of its growing problems. In the years following the establishment of the Board the number of the candidates appearing for its examinations has been increasing with the result that from 8,648 candidates who appeared at its examinations in 1925, this number has gone up to 4,86,000 in 1965. There has been proportionate increase alround in the work of the Board to meet the demands of this growth in number. The number of recognised High Schools and Intermediate Colleges has increased from 178 to 2,018 in the corresponding period. The examination centres which were situated in a few central places and numbered 74* in the whole State in 1925 have spread far and wide to the remotest parts of the State and now number 1,597,* for the examinations of 1965. The tempo of educational expansion is mounting yearly. The Five Year Plans have added urgency to the tempo. It has, therefore, to be considered if the agency of the Board which was created in 1921, can cope with such vast changes that have taken place since and if it required reorganisation, reconstitution or readjustment in its working. This has been the main purpose for which the present committee was set up.

THE SCOPE OF THE COMMITTEE

3. (i) The scope of the working of the Committee has to be confined to its terms of reference set out in the Government Memorandum (*Appendix I*). The main task of the Committee, as set forth in its terms of reference was to examine the existing organisation and working of the Board and to suggest steps for improving its efficiency and speed. At the same time it was envisaged, in the Government Memorandum, creating this Committee, that the Board should be so organised as "to

*Mixed centres' have been counted as two centres.

function as an effective and efficient instrument for the planned development of Secondary Education in the State". An educationally backward State that we are, we have not only to catch up with other States, but to aim at attaining the international standard of educational achievement. Constituted as it is even at present, the Board is charged with very wide functions not only in regard to the conduct of examinations, but also in regard to laying down of syllabi and courses, granting of recognition to institutions and fixing of conditions governing it and making regulations regarding service conditions of teachers, their appointments and even providing for the rules for the constitution of the Committee of Management. Any reorganisation of the Board, therefore, must take into consideration wider questions relating to Secondary Education.

(ii) *Elementary Education*—When we discuss the question of Secondary Education and concern ourselves with the raising of standards of educational achievement and reorganisation at the Secondary level, it is quite obvious that we cannot avoid direct reference to the system, organisation and administration of Primary and Elementary Education. The Committee, therefore, could not keep itself completely away from the questions and problems of Elementary Education.

EDUCATION COMMISSION, 1965

4. The Committee is aware that Government of India had appointed an Education Commission which would report among other things on evolving of the national pattern of education. The Committee might have been in a better position to go into the question of reorganisation of the Board, if it had been formed after the recommendations of this Commission were made available. This is because the Committee feels that fundamental questions like the continuation of the High School and the Intermediate Examinations, the stage at which these examinations should be taken, fixation of the minimum age for these examinations, the extent of diversification of courses and such allied matters, important as they are, cannot be decided in isolation from their position in the rest of the country. The Committee, therefore, would have liked to keep away from expressing its opinion on these matters, but as some of the questions are intimately connected with the subject under its review, it cannot entirely ignore them also. Even where recommendations have been made on such matters, it is hoped that they may come up before the Commission which is expected to continue its deliberations up to March, 1966.

SCHOOL EDUCATION IN INTERNATIONAL SETTING

5. The Committee would also like to make an observation in the beginning in regard to the need for reorganisation of education. The reason for the formation of the Committee appears to be some administrative difficulties which are being faced by the Board owing to the growing complexity in its working, the need for reconstituting educational

pattern today has been felt not only in the newly developing countries, but even in the most advanced countries of the world. Rapid growth in the knowledge of science and technology has forced even those countries which have been mainly responsible for this advancement to reconstruct their school programmes. The quality of education imparted in the schools in a country has assumed new dimensions and is considered vital not only for raising social, economic and industrial standards, but also for national survival and existence. It is true that in developing our pattern we will have to build on our own resources, traditions, ideals and values, but at the same time we cannot proceed as if the Russian, the American or the English Education does not exist. In short, there is a growing need for a thorough looking into the system of Secondary Education and we have to derive profit from the experience of others to the extent it would suit our own pattern of development and culture.

CHAPTER II

HISTORICAL PERSPECTIVE

6. The educational system in the country that we find today has been the result of its evolution down the ages. History has left its footprints, as in other walks of life, on the educational system also. In thinking of transforming our tradition-ridden society into a modern society, we have to take into account those forces of history which have been with us for so long and still mould our thinking and behaviour. Lessons which have come to us as a noble heritage of the past and which are relevant in this context, are the conquests of culture and philosophy, of the vital teaching of tolerance so indispensable for sustaining a society so long, amid diversities of race, religion, tradition and language. The manner in which we must outgrow our history and modernise our outlook and society must be determined after giving a perspective of the changes that have taken place in the educational set up down the ages.

ANCIENT PERIOD

7. (i) Proud of our past, we have yet to assess how much to reject and how much to retain of the past in our lives. The Vedic seers saw in Nature a mystery and a charm, and treated her as the mother of all creation. Her mystery must be probed by an enquiring human mind not to force her to yield her treasures but to enjoy her infinite charm as Nature's noblest creation. Knowledge to us is not so much a power as light, an intellectual illumination for leading an enlightened life on the earth, our Mother. The educational significance of this ancient *weltanschauung* is that it gives to man his religion of love and light, peace and harmony, rejects struggle as a sub-human category of life. General education of our conception cannot find a better rationale than in the Upanishadic formulation: *system, janam, anantam brahma*; the Ultimate Reality is infinite knowledge and truth, and, further: *ayamatma brahma*: Reality is my own self. Knowledge constitutes the stuff of my selfhood. The ancient wisdom of the Vedas yields to us a teaching technique also. To know a thing is to become it. To know it from inside, we must enter it through a process of emotional identification, that is, through love. To develop a power of sympathetic imagination in pupils so that they establish deep rapport and intimacy with their surroundings is the surest way to know them. A teaching skill must seek to put the learner *en rapport* with nature, and leave the rest to his own manipulation, experimentation and exploration.

(ii) The complex character of our present environment, however, sets a limit to the application of simple Vedic wisdom. Even so, we need not reject its deep spirituality from our school system. Our teachers and pupils in schools while learning all that the modern Science and Technology have

to unfold should go about their task as sober people engaged in pursuit of peace and happiness through loving and knowing the universe around them. What we must reject is a tendency to back slide to an archaic past by denying the growth of Indian History.

(iii) The post-Vedic evolution of Indian History is the history of growth of unity in the midst of diversity. Over the centuries, however, diversity and differences got the better of unity resulting in the emergence of rigid social hierarchy and stratification. It persists even today as a backlog of the past. It must go if India is to stay united and strong against the sweeping forces of current history. Education must devise all possible skills to forge national and international unity, not by denying diversity, but by accepting it as a fact of our history and living up to it. Other contributions of this period to our education are as below—

(a) There is more and more institutionalization of education. Gurukulas, Pathshalas, Maktabas and State Universities are set up to impart education in secular and sacramental subjects. Scholars of eminence start their own places of learning. Living with the teacher is an essential requirement of studentship (*Antovasi*). Personal contact is highly valued and the pupil works hard and waits for his teacher's grace — the pupil-teacher-relationship was based on lofty and pious esteem in which the teacher—the Guru, was held by the disciple—the *Shishya*. This relationship is now a lost value of Indian education. Even in the age of teaching-machines, the effectiveness of this relationship has got to be recognised because of its deep emotional impact of the educational process.

(b) Kings and emperors as well as the well-to-do section of population extended their patronage to institutions. There is no proof to show that any strings were attached to such patronage. Autonomy seems to have been jealously guarded against all interference by the *acharyas*, the heads of such institutions. At a later stage when these institutions became dependent on private charity, they tended to become denominational.

(c) Professional and vocational education seems to have been imparted by various guilds of workers or *Kulas*. The master-workers were also the teachers. Some secrets of the trade, however, were guarded and passed on to the next generation in the form of heritage. In many vocations, education was from father-to-son.

(d) Education during this period laid great stress on intellectual discipline, depth of erudition, and mastery of language. If the great works of learning produced during this period are any proof, a mighty creative surge must have swept over the land. Freedom of thought and free exchange of ideas, teacher's autonomy and his opportunities for experimentation, must have been the factors to

unleash the creative urge in the human soul. Indian History has yet to witness a more productive age.

(e) A remarkable feature of early Indian education seems to be a strong faith in its own power to mould human mind and conduct, and its acceptance of the highest values and norms of life. A proof of this faith is given in the utterances of Menu "Let peoples of the world learn models of right conduct from the first-born of this country". Greater reliance is placed on faith than on finance in our education. Over the ages that faith grew weaker and weaker.

(f) Evolution of small 'Parishads' or assemblies of Brahmins into great centres of learning was another interesting feature of the early period. From local endeavour of a few persons well versed in the Vedas and the Dharam Sutras imparting education, there developed world famous centres of learning like the 'Takshshila' and the 'Nalanda'. Besides the 'Vedas' and the 'Vedangas', Medicine, Surgery, Astronomy, Astrology, Agriculture, Accountancy, Archery, students learnt the great works of Buddhism and Jainism and the systems of Philosophy and Logic.

8. *Mediaeval Period*—Many of the great centres of learning of the early period continued their work through out the middle ages while some others were closed or destroyed. An important feature of the mediaeval period was that important institutions attempted to specialise in their courses as Rampur in Logic and Medicine, Lucknow, Jaunpur and Azamgarh in Theology, Lahore in Astronomy and Mathematics and so on.

9. *Modern Period*—Educationally, the modern age may be said to have begun for us with British contacts its first phase being when the East India Company felt that the natives needed some form of education in its own best interest; the second phase, when Her Majesty's Government proclaimed its moral and legal responsibility towards educating Her Indian Subjects in the cultural and educational traditions of the British; the third phase, when some Indian leaders felt the utility of the British pattern of education for India; the fourth phase started with the advent of Gandhian era which felt antagonistic towards the slavish imitation of the West and evolved and advocated a "national pattern" of education; the fifth phase, which has yet to gain a full momentum, when we in India think that Indian education must have its roots in the realities of Indian life and traditions.

10. Education as it evolved during the last 150 years or so has so much to teach us:

(i) Before the freedom movement began in the beginning of the century, education was never conceived in complete and comprehensive manner from a national point of view. A long-range view was never adopted. It came piecemeal and it grew with the length

of the Government purse allotted for education in India by the British Parliament or its representative in Delhi. National goals of education and its national pattern could not be thought of. We got what the ruler thought fit for our consumption and no more.

(ii) Freedom Movement did quicken the pace of educational expansion. Sporadic attempts were made to start national institutions. Ranade, Gokhale and, later-on, Tagore, Malaviya and Gandhiji projected a revision of modern Indian education with their stress on cultural and spiritual values of life. The logic of circumstances forced the then Government to take up measures of reform. The University of Allahabad was established and separated from the Calcutta University; then followed the Agra University and the Board of High School and Intermediate Education, U. P., in 1921. Short of funds always for educational activity within the State, the Government encouraged private agencies to come to the field. The private agencies responded well. They are still in the field, and, fulfilling an important need and are a vital part of our history and heritage.

(iii) The pattern of our education remained "colonial" that is, liberal in the Victorian sense, till during the depression and slump in the thirties of this century. The problem of unemployment amongst the educated youth came to the fore because of its political implications for the foreign rule in India. Diversification of courses at the secondary level of education was thought of as a palliative rather than as a long-range solution of the problem. Repatterning of the complete school-system must have been dismissed as too revolutionary an ideal. Diversification of courses, mooted in the first Acharya Narendra Deva Committee Report in 1938 became a reality, however, in 1948 after India's Independence. The idea got a reinforcement in 1952 from the Second Narendra Deva Committee.

(iv) Amongst the other legacies of the past in the area of education that still condition our thinking, determine our attitudes and even exercise us emotionally, are, say, the teacher-management relationship, the grant-in-aid formula, the organisational set-up which is extremely involved in files and formalism. Difference in outlook between the Government and private bodies apparently working for the same objectives, agitational approach for seeking redress are a few of the legacies of the past.

HISTORY OF THE BOARD

11. (i) *Indian Universities Act, 1904*—It would be necessary to review quickly the background and purpose for which the Board was constituted. In 1902 a University Commission was appointed by Government of India mainly to review the position of the Universities regarding higher grades of examinations. The Commission recommended domination of Secondary

Education by the Universities and accordingly, in 1904 under the Indian Universities Act, Schools had to be recognised by the Universities which were also to frame rules and regulations for the purpose.

(ii) *The Calcutta University Commission of 1917*—Also known as the Sadler Commission, the Calcutta University Commission, 1917, was appointed to review the position of the Secondary Education *vis-a-vis* the University Education. The Commission made the following significant recommendations—

(1) The dividing line between the Universities and Secondary courses is more properly to be drawn at the Intermediate Examination than at the Matriculation.

(2) Government should, therefore, create a new type of institutions called the Intermediate Colleges which would provide for instruction in Arts, Science, Medicine, Engineering, Teaching etc., these colleges might either be run as independent institutions or might be attached to selected High Schools.

(3) The admission test for Universities should be the passing of the Intermediate Examination.

(4) A Board of Secondary and Intermediate Education consisting of the representatives of Government, Universities, High School and Intermediate Colleges to be established and entrusted with the administration and control of Secondary Education.

(iii) It was thus for the first time in the history of Indian Education that the dominance of Universities over the School Education was attempted to be done away with as a result of recommendations of the Sadler Commission. It was also for the first time that the terminal nature of Secondary Education was recognised. It was with this background that the Board of High School and Intermediate Education, U. P. was established through the Intermediate Education Act of 1921 as passed by the U. P. Legislative Council "to take the place of the Allahabad University in regulating and supervising the system of High School and Intermediate Education in U. P." After the assent of the Governor of the U. P. and the Governor General, it was published in the *Gazette* on 7th January, 1922, from which date it came into force.

(iv) *Narendra Deva Committee, 1938*—As has been stated above, the Board has been functioning almost without any appreciable change as far as its constitution was concerned. First major change as far as curriculum was concerned was effected as a result of the recommendations of the Narendra Deva Committee appointed by Government in 1938 to review the system of Secondary and Primary Education in U. P. The Committee observed—

"Secondary Education was merely regarded as subsidiary to University education, it does not provide varied forms of training

for life and employment to suit the varied interests and abilities of large number of pupils. One general programme of studies of the academic type has been prescribed for all and sundry. The system must be a complete, self sufficient and integrated whole. It ought not be subordinated to the requirements of University education and should not be considered as merely a stage in the educational ladder or a wasteful opening into the hall of higher learning. The courses should be self sufficient and constitute a unit by themselves. Courses of various types should, therefore, be provided to suit boys with different aptitudes and talents. Some course, for instance, may be predominantly literary, some Scientific and theoretical, other aesthetic or technical. College education must begin with a boy or a girl of twelve when physiological and psychological changes of great importance begin to take place rapidly, and it must carry him or her through the entire phase of these changes to the age of 18."*

As a result of those recommendations, the new scheme was introduced from July, 1948. The Courses of study at the Higher Secondary stage were divided into groups—Literary, Scientific, Constructive and Aesthetic so that each might form a complete unit.

(v) *Second Narendra Deva Committee, 1952*—Second Narendra Deva Committee was appointed by Government in 1952, to examine the new scheme of Secondary Education made operative from July 1948, with a view among other things, to determine how far the execution had been in keeping with the objects expected to be fulfilled. The Committee felt that the scheme followed by the Education Department was basically reasonable and a step in the right direction, and suggested a few modifications as far as organisation of subjects were concerned. Modifications suggested were largely accepted and the same pattern is continuing almost unchanged.

(vi) *The Intermediate Education Amendment Act, 1958*—The Second Narendra Deva Committee had observed: "it is painful remark that in good many institutions the interests of the teachers with regard to their appointment, increment, promotion and leave etc. have not been safeguarded.* The Mudaliar Commission in narrating the history of education had stated that problems relating to the training of teachers, their salaries, and conditions of service were left unsolved. Through the Intermediate Education Amendment Act, 1958, statutory provisions were made for the constitution of the Committees of Managements in the Institutions, for laying down of qualifications of teachers and method of their recruitment and other conditions of their service. As a result of this Amendment Act sections 16-A, 16-B, 16-C, 16-D, 16-E, 16-F, 16-G, 16-H and 16-I, were added to the Intermediate Education Act, 1921.

*Report of the Secondary Education Re-organisation Committee, U. P. 1953.
Page 63.

CHAPTER III FUNCTIONING OF THE BOARD

12. (i) *Factual Position*—In the previous Chapter a brief history of the Board from 1904 to-date has been given. Section 3 of the Intermediate Education Act, 1921, governs the composition of the Board. It is composed of the representatives of Headmasters and Principals of Government and non-Government institutions within the State, representatives of all the Universities in U. P. (one representative from each University) and of special interests either nominated by the Government or deputed by the bodies mentioned in the Act. The Director of Education is the Chairman of the Board *ex officio*, and the Secretary is an administrative officer of the Board appointed by the State Government. The latter is entitled to be present and speak at any meeting of the Board, of course, without a right to vote. At present there are 33 members of the Board, including the Chairman.

(ii) *Its functioning*—Within the framework set up by the Act, the Board is the final authority in its decision-taking and policy-making functions. It meets ordinarily twice a year. Therefore, it depends on its two important functionaries, the Chairman for dealing with emergency problem and the Secretary for the day-to-day Secretarial work.

The powers of the Chairman are defined in section 11 of the Act. He is vested with certain emergency and special powers. But all action taken by the Chairman is reported to the Board when it meets. He is the link and the normal channel of communication between the Government and the Board. He also represents the Department of Education and coordinates the activities of the Board with those of the Department.

The Secretary is the whole-time executive of the Board, and is charged with the task of carrying out its decisions, convening meetings and conducting the examinations as also the day-to-day Secretarial business of the Board. A Secretariat is maintained for that purpose under the administrative control of the Secretary.

The Board does not enjoy any financial autonomy. It is under the control of Government in fiscal matters as well as in the appointment and administration of its Secretariat. Without the service and financial matters, the Board discharges the functions set down in section 7 of the Act. It has to cover a wide field of work ranging from recognition of Institutions, their inspection, to laying down of courses and curricula and prescribing of suitable text-books. In secondary schools, the classes covered by the Board are, however, from IX to XII only.

The Board's most important task is the conduct of two big public examinations, the High School and the Intermediate. The work not only involves a great public trust and confidence in evaluation of education but it is as colossal as it is complicated since so many agencies, besides the Board, are required to converge and co-operate in the successful conduct of these examinations. The Committee is aware of the creditable way in which the Board acquits itself of its task of great public trust and that, too, with an inadequate and outmoded machinery. It is also, in this sphere that the Board has succeeded in evolving techniques and devices of great value for evaluation.

13. *The Committees of the Board*—The Board appoints several Committees to take charge of its several activities. Important Committees and their functioning are as below :

(i) *The Committees of Courses*—The Board appoints for each subject or group of subjects a Committee of Courses comprising, in general, of five members. So there are at present 35 such Committees relating to various subjects of the Board's examinations. These are the expert Committees. Specialists of subjects are associated with them. But each Committee of Courses may have an elected member of the Board who need not be a specialist or expert of the subject concerned.

A Committee of Courses in a subject concerns itself with recommending courses as well as books for the next ensuing examinations. It also proposes names of examiners, paper-setters, moderators etc. Many other cognate matters may be considered by it for the improvement of tuitional and evaluation standards.

(ii) *The Curriculum Committee*—Comprising of 15 members, this Committee concerns itself with the wider and more weighty issues of syllabi, courses and text-books such as introduction of a new subject or deleting an existing subject or paper. It also comments on the proposals submitted to it by the Committees of Courses for the consideration of the Board.

(iii) *The Examinations Committee*—It is a seven member Committee, meeting almost every month and on an average for more than 60 days in a year. It has to deal with, and dispose off, around 4,000 cases of unfair means annually—a quasi-judicial function of awarding punishment to the candidates so involved. Scrutiny of each case with strict procedural propriety and close conformity to the principles of natural justice give to this Committee a new legal and judicial dimension. The task is difficult and delicate. In the same way, cases of mass-copying involving hundreds of students, invigilators and Heads of Institutions come up for its consideration. All this is in addition to its main charge of conducting the two public examinations within the State.

(iv) *The Recognition Committee*—The procedure for granting recognition to institutions by the Board is laid down in Chapter VII of the

Board's Calendar. The Recognition Committee consisting of six elected members and one nominee of the Department (who used to be the Deputy Director of Education Finance, till 1964, but is now the Regional Deputy Director of Education of the Region concerned with the Institution seeking recognition) examines the applications of new Institutions for recognition, by the Board. A close scrutiny of each application for recognition, keeping of a time-schedule, and then judging each on merit free from 'extra' pulls and pressures, are the vital concerns of this Committee.

(v) Besides the above, other Committees are the Finance Committee, the Results Committee, the Women's Education Committee and the Private Candidates' Committee. The Board is also empowered to appoint *ad hoc* Committee or sub-Committees to advise it on any specific issues.

14. *Secretary of the Board and his office*—The Secretary of the Board is assisted by about a dozen officers and about six hundred other staff, both of permanent and casual nature. The work ranges from the manual type of handling bundles etc. to the highly skilled type or arranging for scrutiny, collation, question-paper, sealing and despatch, interpretation of law and rules and defending of legal suits. The volume of the work as its complexity is only matched by the great secrecy and confidence with which to preserve the public trust, which is the public examination conducted by the Board. The work is divided into 22 sections and 8 groups.

Its room space now is 56,000 sq. ft. which was 4,834 sq. ft. in 1924. But this increase in space is only 12 times as against the increase in the number of candidates examined, which is 37 times. One has to see to believe it how cramped and cluttered is the place we call the Board's Office with files and furniture, records and registers, and what not. No verandah is left which is not enclosed, and, even then many have to sit wherever they can. The staff position is becoming more desperate than difficult. During the last decade alone, against an increase of more than 77 per cent of candidates, the staff position advanced only by 11 per cent.

We would like to make an objective diagnosis of the Board's short-coming manifesting itself in the lack of 'speed and efficiency'. Most of the public complaints centre round delays in disposal in general. Even the Legislatures have taken notice of some lapses and serious legal consequences some time flow from the Board's 'quasi-judicial' decision challenged before the Courts of Law—

(i) The most important nodal point from which stem forth a number of difficulties is the public examination itself, and the out-moded methods and machinery used for conducting it. The number of candidates for examinations has been mounting, and it will mount further as it should with the broadening of the base at the primary stage of education. We must, therefore, free our minds from the 'number-phobia' altogether. Accommodation and staff have not kept pace with the growth of number. Tables given elsewhere are revealing. Retkoning from the base year 1924-25, the

number swelled from 8,648 to 4,86,000 during 1964-65, a rise of 57 times while the staff, officers and men, rose only to about 17 times, and accommodation increased by about 12 times. The ratio between the office assistants and the candidates has been steadily rising from year to year. It was 1 : 786 in 1924-25 and which is now 1 : 1717 in 1964-65. The workload has obviously more than doubled, and, adding, to this the complexity of work due to many other sophistications introduced to make the process fool-proof, the conclusion seems to be forced on us that a point of breakdown may soon be reached unless, of course, the things are mended before it is too late. The Board has also weathered a few years of storms when the rise was both abrupt and phenomenal. During 1949-50, the number of candidates registered was 99,772 which rose to 1,51,590 the following year, a spurt of 52,000 candidates and nearly 52 per cent on the figures of the preceding year. A sudden increase of another 82,000 candidates — nearly 48 per cent during 1952-53 and then a further high-tide of 40,000 in the year 1954-55 have also been witnessed and faced by the Board. That the machinery of the Board did not break down under such pressures shows its strength and flexibility. But the Committee suggests that the Board must evolve some 'forecast device' on a planned basis to keep itself forewarned and forearmed for meeting emergency situations.

(ii) It is to the credit of the Board that despite the pressure of the number of candidates and paucity of staff and other shortages, it has kept to the time schedule in declaring the examination results. It is not open to the public view that difficult preliminaries and delicate processes have to be gone through before the results are published in newspaper. It is a round-the-clock work, strenuous, cautious and confidential, executed literally on a warfooting with every man available thrown in that enables the Board to make over the results to the publishing agencies. Yet, the entire credit is washed away by the outstanding cases, numbering around 4,000, of malpractices that are disposed off with inordinate delay annually. The impatient parents naturally complain, and justly so. But the Board is not much to blame because of the long legal procedure of investigation. And, yet something must be done to redeem the position. What has been done so far does not go far enough though it has gone some way no doubt.

(iii) The traditional type of examination itself which the Board conducts is beset with quite a few defects. As a reliable and valid testing tool, it has its shortcomings. It is hardly objective, and, it takes a long time to administer, to score and to assess it. And, time is an essential factor in testing. Each examiner has to assess around 400 answer-books containing full-length essays within a short span of three to five weeks. Add to this the numerous formalities and

clerical exercises required of the examiner. And, then each paper in a subject is marked by a large number of examiners, each one using his or her own mood and mental makeup. Uniformity and fairness of assessment have to be sacrificed and objectivity surrendered to maintain 'speed and efficiency' with which the results are usually declared.

(iv) Some of the malpractices are inherent in the system itself. These also appear in a variety of ways and shapes. Convassing and seeking of patronage for a remunerative job of the Board is too common to need a mention. No doubt the ushering in of the Confidential Section in the Board has succeeded in eliminating many drawbacks. The Board, for example, collects all the railway receipts from the examination centres despatching the bundles of answer-books, and then redirects them to the examiners. Secrecy has as a result been maintained more effectively. But no one can remove the shortcomings that stem directly from the type and system of the examination itself in its present shape.

(v) Another sphere where a lot of thinking is necessary is recognition of Institutions. Timely decision on applications for recognition, leaving sufficient time to the institution to make arrangements for the starting of new classes, and simplification of procedure are some of the problems requiring solution.

(vi) The private candidates form another big source of the Board's difficulties, and, that in a variety of ways. Each case needs a close scrutiny for its eligibility for the Board's Examination. Leave aside the genuine cases, the number of those who do not satisfy the Board's eligibility test, and yet do not shy from taking a chance as in a huff, is not small. Permitting an ineligible candidate and withholding permission to an eligible candidate are both full of legal implications. And, the Board has no option except to admit a large number of candidates 'provisionally' each year. Under pressure of time eligibility is not thoroughly established, and, the results of a good number of the provisionally admitted candidates are withheld, and the vicious circle starts again.

(vii) The Board, located and functioning at Allahabad, is not the only agency involved in the Examination. Other important agencies are, (a) the Principals and teachers of various Institutions including the Universities, who act as examiners, setters, moderators, centre Superintendents etc. There are more than 11,000 examiners alone and hundreds of centre spreads over the entire State, some in trackless areas far from train or bus routes. (b) The Government Press and other printing agencies doing 'confidential' work, the Railways and the Post Offices are vitally involved in the work. (Only in 1962-63, the Board had to foot a bill of nearly a lakh of rupees and

for many inconveniences due to something going wrong in a Post Office). (c) The Department, the Inspectorate, the Regional Directorates and the Government all have a role to play in it. (d) The public, sensitive and conscious of their interests and rights, are most vitally interested in the Board and its affairs because the future of their wards is involved in it. (e) Then the publishers and authors form no negligible elements, and (f) lastly, the students and examinees who are the Boards' clientele, formidable force and focus of educational activity. Success of examination depends on these forces moving with a sense of common purpose and common ways for destiny. The sense of purpose is not always forthcoming and never in ample measure. Hence leakages occur, *marpit* takes place, corrupt practices are used, force and pressures are applied and cheating is not uncommon. And, strangely all this goes to the account ledger of the Board.

(viii) Since the Board holds a vast public trust, it has numerous and various involvements. This feature is well reflected in the daily *duk* of the Board which runs into several thousand covers. Even the registered covers, telegrams, D. O., G. O's., all needing immediate and urgent attention run into hundreds. The task is formidable, and delay and inefficiency flow directly from it. The delays that have bedevilled the Board are, in the main, the issuing of certificates, Original and Duplicate, answering the public queries, correction of dates of birth in the certificates, change of names, passing and despatch of the bills of remuneration. Of late the position has improved a good deal, and, yet more remains to be done and desired.

(ix) The limited storage capacity of the Board is a real snag to its smooth working.

(x) Want of a full financial autonomy to the Board also comes in the way of its working.

(xi) The Director of Education is too busy a person to find enough time to devote to the Board's functioning. At any rate, he cannot give his whole time and attention to the Board. But since he acts as a liaison and bridge of communication with the Government and the Department, there seems to be no escape from the present set up. A non-official, whole-time Chairman may have many other advantages but this.

5. *Functions that were not well attended to*—In reviewing the functioning of the Board, we cannot help making a comment that it had by and largely set for itself the task of conducting the examinations confined most of its working towards that purpose. Other functions fall directly under its purview were given a secondary place. The *was* that such important matters as the improvement of syllabi and

curriculum, raising of standards of education or even the examination reform, and having a policy and plan for recognition were either neglected or dealt with only perfunctorily. Similarly, the office of the Board having been given the status of a department of Government, though had certain advantages on this account, was tied down with the red tape, irksome financial and procedural rules and other matters which delayed disposal and reduced "efficiency" for on many matters it had to wait for Government sanction and had to route its proposals a year in advance through the Schedule of New Demands etc.

In suggesting reorganisation of the Board we therefore will have to start with this factual background. Reforms and recommendations that we suggest for meeting these difficulties are contained in the succeeding Chapters.

CHAPTER IV

CONTENT OF EDUCATION AND THE SCHOOL PLAN

16. The Committee feels that the Board as it is functioning today places in over-emphasis on examination and under-emphasis on education. We have even to see if education is not free from what we may regard as functional imbalance, and whether an extra stress is being given to the cultivation of skills and abilities in a student to the neglect of inculcation of values and attitudes. Before expressing our views on the objective of education and its contents, we would like to emphasise that there is an urgent need of viewing education up to the end of Secondary stage as one complex whole. Different bodies entrusted with the framing of curricula and courses and determining the content of education at different levels have not only posed a problem of effective co-ordination between their respective spheres, but have resulted in duplication of effort and contents, and setting of divergent objectives. This has also failed to provide a definite direction and dimension to the content. The Committee therefore, strongly feels that there should be one composite body which should be responsible for determining the contents of education, the educational objectives, the syllabi and the courses from the earliest stage of education through the end of the Secondary stage. We shall come back to this topic later in Chapter V. The Committee now wishes to express itself on the content of education and the educational objectives which may take a long time to give a practical shape in their entirety; nevertheless, it could provide a guiding path towards which a beginning could be made.

17. *First Level Education*—Different terminology is being employed by different persons in explaining their points of view and this has resulted in some confusion. Terms like elementary, primary, basic etc. are being used freely involving several divergent issues and approaches. For example the term, basic for some, implies a method and philosophy of education associated with the name of Gandhi Ji. 'Primary' is an old term used to signify a stage before Secondary Education. A 'Primary School' conjures up before our eyes the image of a village school. 'Elementary' has a legal and constitutional import in it since Indian Constitution (and almost all the countries of the world as well as the U. N. O.) accepts the fundamental right of each citizen to elementary education. It is now being considered as the Nation's primary responsibility.

The Committee prefers the term, First-level Education (used by the UNESCO) to cover educational activity up to age 11-plus in our State. First-level education comprises several stages both from chronological and psychological view points: 0—3 years for parent education; 3—6 years for nursery, kindergarten, Montessori or other forms of education; 6—11

age-group for primary basic education. The underlying rationale for this breakup into age-groups is the psychodynamics of the human mind. The first three years after the birth (and a period preceding it when a married couple prepares itself for the new venture of parenthood emotionally and socially) of a baby form a delicate stage when the basic ego-attitudes begin to take shape. Due to parental mishandling, many an undesirable attitude can get built into the baby's ego and thus limit its capacities for growth and happiness. 3-6 age is vital because the baby now enters its early childhood and moves up from narcissism to the familial setting. Human personality can suffer many damages due to unwise ways in the family, which may not only leave scars on it beyond repair but also undermine its chance of an effective group-living later. 6-11 is the later childhood when an individual experiences the spurt of its energies and reaches the peaks of its native potential. Such an upsurge never recurs in life. Maximal utilization of this period is necessary for learning, and no good education can allow it to go waste in the best interests of the nation and individual. The Committee would like to treat 11-14 and 14-18 age-groups separately for good educational reasons, because these are the stages of early and late adolescence being beset with its peculiar psychosocial problems. Childhood is pre-adolescence lasting up to 11-plus and makes its own demands on a school system. However, owing to the limitations imposed by our terms of reference we would not like to go into broad details of content and objectives of this level of education.

18. *Second Level Education*—The anomaly of the present position in regard to Classes VI, VII and VIII is that they form part of our Higher Secondary Schools, they run independently in what are known as Junior High Schools, and these, under a scheme of integration, are now combined with the primary classes. The anomaly deepens further when, administratively and organizationally, these classes are run and controlled by bodies other than the Board of High School and Intermediate Education. Recognition, examination and curricula of these classes and the schools running them do not fall within the purview of the present Board. The anomaly must go. The Committee suggests the following steps to achieve this end :

(i) At present, Classes VI, VII, VIII must be completely integrated with the Board of Secondary Education, and should comprise its Junior High School Section. No rigid conceptionalization can be stuck to in a dynamic age as regards the first-level and second-level of education. After all, these are levels of education only, and not the 'compartments of life'.

(ii) Recognition of Junior High School may be entrusted to regional bodies. Courses and curricula may be laid down by a single unified body specially charged with this task so that 'gaps' from primary to Class VI and from Class VIII to Class IX are bridged, and continuity and integration of all educational activity are realised.

(iii) Opinion is diverse and divided in regard to the question of examination at the end of Class VIII run by Junior High Schools. We will however, deal with it in Chapter XI.

(iv) As for the courses, ultimately Class VIII will synchronise with termination of the 8th year of compulsory education under the provision of the Constitution. It may be treated as a terminal public examination. The courses laid down for Classes VI, VII and VIII must be so enriched and expanded that these satisfy the criteria of terminal compulsory education for all.

19. Any attempt to restructure secondary education within the State must start from defining its goals and objectives. The Committee expresses itself on this issue as follows—

(i) Secondary education covers at present, and for a long time to come will, the age-bracket from 11 to 18 and Classes from VI to XII. This is the pattern in our State. It runs over a most vital formative and critical age of an individual's life. A hard fact of the situation, however, is that substantial number of our children would drop out earlier seeking jobs etc. A bulk dropout occurs again after secondary education. Those who do not leave, pursue higher education, and those who do, seek employment. Thus at this point of education are joined several divergent issues. How to prepare a young adolescent for nature adult life and equip him for effective social participation? How to help him to get a job he is fit for? How to secure for him an intellectual fitness and knowledge so that he can usefully pursue higher studies? Thus vocational fitness for employment, intellectual fitness for higher learning, and a general fitness for social life, are three distinct, if not divergent, demands made on the secondary education.

(ii) The Committee thinks that the problem may not be solved by complete vocationalization of secondary education, or, by complete subordination of it to the purpose of higher education. The pattern must remain a 'general education' with a provision of openings at the end of Class VIII, of Class X and of Class XII for those who, for ulterior reasons other than purely educational are compelled to leave earlier than they should for joining a vocation or a vocational training centre. A seven-year (Class VI to XII) integrated and intensified course in general education, the Committee believes, must be so conceived as to provide a terminal as well as preparatory nature of courses. It must condition the process of schooling at the secondary stage.

(iii) The second-level education must retain its core of 'general education'. But the courses and curricula must be so enriched and expanded that general education produced accomplished men and

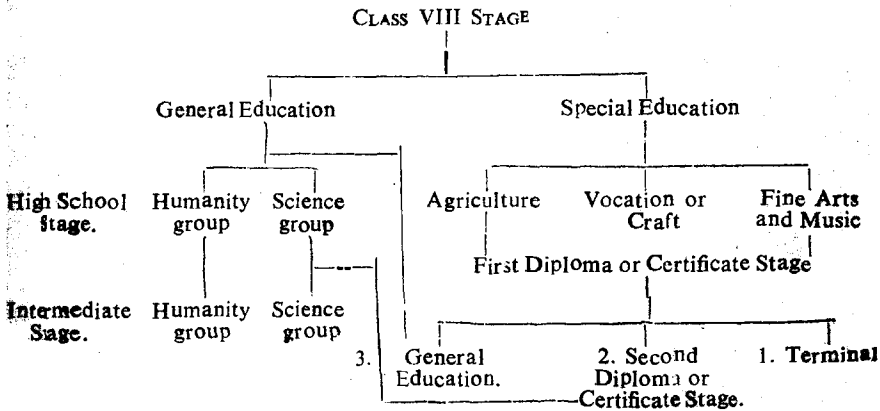
women, who are alert and perceptive in their minds, sensitive to the higher values of life, and versed in the art of community living.

20. *The Diversification of Courses*—(i) Having defined the goals and objectives in general terms, we would like to suggest that the grouping of subjects have not brought the desired results that were expected of them. Our experience of the manner in which these courses have been run for over 15 years is that it has not fulfilled the object which was initially contemplated. It has not been able to provide diversion canals to the flooded University gates. The hope that this diversification would remove all invidious distinctions between students preparing for different courses, breaking down the sense of inferiority that is associated with vocational courses also has not been achieved. Education imparted Constructive subjects and the subjects of the Aesthetic Group hardly reaches an amateur craftsman training level. Thus these courses do not fulfil the requirements of terminal education. Neither have they any market for the students of these groups nor is their professional achievement high enough in the craft or the fine arts to enable them to straight away settle down in life in the vocation that they have studied. On the other hand, there is no opening for higher studies for those who might like to pursue these courses at the degree level. Owing to lesser prestige associated with these courses, the students taking them reflect a sense of inferiority in every walk of their life. The courses are also not popular as the figures of the students offering these subjects at the High School and the Intermediate examinations show.

(ii) Several reasons may be responsible for it. Uncertainty in the climate and rate of industrialisation in the country leading to job-opportunities may be one of the reasons, another reason could be general deterioration in the standards of achievement in our schools with the result that vocationalisation actually began a little too early and before the student has had a chance to acquire sufficient "general education". There may be several other reasons too. We however would not like to go into fundamental question whether diversification (not necessarily vocationalisation) is necessary at all at the Secondary stage of education. Taking a very broad meaning of "diversification" that the courses for students preparing for Engineering and Medicine or for the humanities courses etc. should be different, we accept that diversification is necessary. However the nature of this diversification is a topic on which we have to say something.

(iii) We recommend that "general education" should not be mixed up with the vocational or industrial education. This type of education which is industrial or technical in nature and aims at creating a lower level of technician or craftsman should be separated from the general education. It could be very well left to the respective departments of the Government or bodies dealing with the technical or vocational or agriculture education

or education in the fine arts like the School of Arts and Crafts, Music Academy etc. Diversion can thus be provided in separate schools like the polytechnics and the technical training institution. Similarly there could be separate schools for fine arts like painting, sculpture, music, dancing etc. If however for any practical or administrative reasons it is desired that this type of education should be the responsibility of the Education Department, we would still suggest, separate schools for these vocations, crafts and fine arts. The two types of education are quite different. The vocational or technical education requires higher development of practical skills and therefore more time for the practicals and the workshop is necessary. With the establishment of the Polytechnics or the Industrial Training Institutions in almost every district, this type of education can well be left to them. Education imparted in these special schools will essentially be terminal in nature. However, if higher, specialisation is desired, the possibility of extending it, in the special institutions run by other Departments or bodies can be examined by them. Thus a student from a Junior Technical School may, with proper qualification, pursue higher studies in Polytechnics and so on. A provision could also be made for such students as may be keen on coming to the fold of general education after having studied for say, the Agriculture Diploma, or the Junior Technical School Certificate, course at appropriate level, for such a transfer after they had completed the course of general education for a year or two. Reliable evidence was available to the Committee to support that diversification into separate groups at the Intermediate stage for Agriculture, Technical and similar courses is not necessary and the students with higher science content courses up to the Intermediate stage would be better equipped to pursue higher studies in those subjects. Similarly specialization in the Commerce Group can also wait up to the Intermediate stage Education in the remaining groups. The Constructive, the Aesthetic etc. could be looked after in the special schools run by the respective agencies outside the education department or separately by the Education Department itself. The plan recommended by us could be represented thus—



It is also suggested that the technical and agricultural schools would also take up a course of inservice training for the Junior technicians and those engaged in forming as a part of their programme.

We also suggest that it would be desirable for the schools imparting General Education to have provision for developing special interests and manipulation for the students by the provision of music or drama or photographs clubs and hobby workshops for carpentry, smithy etc.

(iv) There should be a "core" of subjects which need not be the same for the Humanities and Scientific group, at the High School stage. While general science should ultimately form a part of the core in the Humanities groups, "Social Science" should be a part of the core for the Scientific group students at the High School stage.

We would like to leave the subject here and not go further into other details for the reasons already mentioned.

21. Closely connected with the issue of school plan is the question of school curriculum: Who is to determine (and, how) what is to be taught to a class of students? And, the curricula are to be determined not once for all but in a dynamic and competitive world set up by those who are the highest in the seats of learning and education. Then, how are we to treat the issue of teachers' autonomy and his unfettered choice of books and courses for the classes he is called upon to teach? Preparation and production of text-books and other reading material for school boys is no less vital than the laying down of curricula. All these are cognate issues forming the whole of an educational pattern. We shall deal with this aspect of the matter in the next Chapter.

*The position has been discussed in greater details in Chapter VII-B.

CHAPTER V

PREPARATION OF CURRICULUM AND TEXT BOOKS

22. *An American Experiment*— (i) Perhaps the most impressive change in educational thinking during the last few years, has been brought about in America in regard to the ideas about the task of curriculum making. There has been complete revolution in the method, system and approach and the result has been hailed as a "Renaissance Movement", a "return to learning" with the "enlightenment" of bold and imaginative ideas about the nature of learning processes.

(ii) Some of the topmost scientists of America including several Nobel Laureates — began to realise that during the past decade or two while American Universities grew in esteem as Centres of learning and there was a dramatic shift in the geography of Nobel Prizes which moved across the Atlantic in increasing numbers, there was deterioration in standards of their school programme. James Killian of the Massachusetts Institute of Technology summed up the position thus—

"The achievement of excellence at the top was paralled by a gradual deterioration of excellence below. Scientists and scholars advancing the forefront of knowledge in their respective fields divorced themselves almost completely from what lay behind them— at the undergraduate level often, let alone at the lower level of the teaching and learning scale, apparently unaware of the intellectual vacuum they were helping thereby to create".*

(iii) A movement was started to enlist the support of top-flight physicists of America and they had to be convinced of the importance of giving time and thought to the endeavour of revising Physics curriculum in American Schools. Famous names like Dr. Isador Rabi, Dr. Edward Teller (both Nobel Laureates), Professor Friedman and scores of others joined in a team of Physics Science Study Committee (PSSC) in 1956. They decided to have as a part of the curriculum revision motion picture films, Laboratory apparatus and experiments, texts, collateral reading and animations as complementary and integral parts of the whole. It was only after four and a half years of concentrated try-out and experimentation that by the end of 1960 an established course was produced though the supporting material could be completed after a year or two.

As to the cost, the basic principle that was followed was that any such programmes must make serious demands upon the time of men and women whose time is extremely valuable both to themselves and to the society and that adequate payment should be made for services rendered. One of the sponsors of the programme observed—*

*"New Curricula" by Robert Heath, Harper and Row, page 250.

***Ibid* page 80.

"Academic work is traditionally badly paid and those who have engaged in curriculum revision are still badly paid in comparison to sums they might have earned in industry with a far smaller expenditure of effort. There has been, however, an attempt to elevate the rate of payment, and there has been stubborn refusal to enlist assistance free or at bargain rates on the plea that is good for the country".

The cost of revision during the period 1956-61 of the Physics programme alone came to approximately \$ 60,000,00 excluding teacher-retraining costs, which came approximately to an equal sum. For the rest of the Science subjects this programme has cost in about five years a sum of \$3,00,000,00.

(iv) Almost simultaneously with the revision in Physics curriculum, revision of Chemistry, Biology, and Mathematics curricula was also undertaken in about the same manner — by enlisting support of top flight scientists, educationists and school teachers. Between 1960-63 the Chemical Education Material Study (CHEM Study) produced a course in Chemistry. "There now exists a text — a laboratory manual, a Teachers' Guide, a set of Motion pictures, some wall charts and supplementary equipments, and a set of tests. These are closely integrated with one another and represent the co-operative efforts of more than 500 Chemistry teachers, professors and researchers".

23. *Some significant facts of the curriculum revision*—The following significant facts emerge from the movement for major curriculum revision undertaken in America :

(i) School Science Curricula lately were felt to be antiquated and outdated for the modern requirements. "For the first time in the history of American Education we now see a large number of research scientists, from the colleges and Universities, taking part in a co-operative effort with High School teachers of science and science supervisors to replace an antiquated body of scientific knowledge and outlook with subject matter and perspective that are truly current. Thus acquisition of scientific information and concepts has been assigned a place of lesser importance than the understanding of the very nature of scientific enquiry and the band of the scientific enterprise in which modern man is embarked—that is placing scientific knowledge in its fullest modern perspective".

(ii) Curricular revisions demand that it is the top-flight subject, — specialist who should play a dominant part in deciding what should be taught in schools "Once again University scholars and scientists are playing a large part in deciding what is to be taught in the secondary schools and the part played by those professional educators, whose graduate degrees are in education rather than in an academic discipline

has been correspondingly reduced in importance'. James Killian, one of the initiators of the programme observed—

"It is the story, especially, of how the scholars in the Universities, by long indifference to education in the pre-college school and even in the undergraduate college, let obsolescence in learning creep through our educational system. Now they are re-asserting their responsibilities for teaching at all levels and demonstrating a new that only the master scholar, working in association with the skilled teacher, can achieve that quality of relevance, up-to-dateness, and integrity that the education process urgently needs throughout its whole spectrum."*

(iii) Curricular revision is a major task and calls for a deep involvement of the top-most subject specialists of a nation. It is also a major project requiring money, time and all available resources. It has been possible to revolutionise School education in America only through creation of National Foundations and assistance from Federal Government for each subject. "The large cost in money and talent of the new type massive attack curriculum and course content studies means that ordinarily they must be financed on a regional or national basis, by either foundation or public funds, and *must draw their leadership and talent from the nation at large*. Few if any of even our largest communities and only a few of the States could successfully mount programmes of this type."

(iv) There is complete shift in the thinking led by Bloom and Tyler, the two experts on evaluation in America, who described curriculum making and evaluation as integral parts of class-room instructions.** The current national curriculum studies assume that curriculum making can be centralised. "They prepare materials to be used in much the same way by teachers everywhere. It is assumed that having experts draft materials, and revising those after try-out, produces better instructional activities than the local teacher would be likely to devise." Justification for central curriculum making, has been forcefully put in the following words.† "It would not be good economy, financial or otherwise, to default at the point of concerted national effort in the vain hope that the job would be done through local initiative and enterprise."

(v) Setting up of national and central curriculum with one uniform set of books and teaching aids to be followed throughout America marks another complete departure from the freedom in this regard which was associated with the American Schools so far. Though this loss of independence of the schools is not being confessed, the trend is there for

*Ibid page 249.

**Ibid page 235.

†Ibid, page 275.

any one to draw his own conclusions. An educational authority of eminence observed :*

"Now of course no one would advocate that a school or school district isolate itself intellectually and attempt to go it alone in such a manner as the development of curriculum or the preparation of teaching materials The necessity for drawing from the product and experience of the entire nation is taken for granted."

(vi) By April, 1964, it was estimated that over 30 per cent of the schools had already fallen for the course and according to one estimate this percentage by now must be well over twice its figure in 1964. Besides this the PSSC course has already been translated into over a dozen languages and over 5,00,000 copies in English have been sold outside America.

24. Curriculum making in Russia, England, France and other countries—(i) We are aware of the strongly centralised system of education in Russia. Raja Roy Singh in his report "Education in the Soviet Union" wrote :**

"Last I may mention what appeared to us as important as any other factor, educational or socio-political; the All-Union uniformity in the basic administrative structure, the curricula and the text-books. The impressions we gathered during our visit do not support the view that uniformity necessarily checks out local initiative or experimentation. We saw enough evidence to conclude that initiative and independent work on the part of the pupil, the teacher or the local authority are prized and actively encouraged. The uniform curricula and text-books have beyond doubt contributed powerfully to social cohesion and national solidarity. The basic similarity of the administrative structure in all parts of the country has made the administrative effortless wasteful and facilitated mobility of population.

The Soviet educators are keenly vigilant about the quality of education and maintenance of standards. The uniform curricula and text-books, not only at the school level, but also at the stage of higher education, have made it possible for them to plan for progressive upgrading of standards The Soviet Curriculum has, at all stages, an element of challenge which defines what the pupil can and should do. The curriculum, therefore, becomes one of the important means for maintaining comparable standard throughout the country."

*Ibid, page 276.

**Ibid, page 213 of the Report.

It is remarkable how the centralised system of curriculum making and text-books writing, in effect is common now to America and Russia—in the former by choice of the institutions, in the latter by centralised administrative machinery.

(iii) Other countries that favour centralised supervision of education are France, Germany, Japan and Sweden. It has been said that a certain Minister of Education in France, remarked with pride in Parliament, as he glanced at his watch, that he could tell not only what book every school boy preparing for *Baccalaurent* (equivalent of school leaving certificate) was reading at the moment, but also which page he had got to. Knowing the system of education in the country it may not be taken as an extravagant boast, but it is reported to have provoked back-bencher to remark that it was so, because the minister himself was preparing for the examinations. These countries have been known to prescribe not only uniform text-books, but the centralised agency lays down the time-table, the amount of time allotted to each subject, the hour at which each subject will be studied and the proportion of the curriculum that should be covered in each lesson.

(iv) England and America had been known as "Unsupervised" countries — with freedom for making curriculum and prescribing books, we have dealt with the latest developments in America in this direction. In England too in the succeeding Chapter we have shown how through force of public opinion and pressure from guardians, a new Examination on the national lines and on a regional basis has been introduced from this year, as a result of acceptance of recommendations of the Beloe Committee. This examination is to replace other well-known examinations which are conducted by private agencies. The shift towards uniform examination which must mean uniform curriculum, has already taken place. The trend and direction towards which the movement is on is quite clear.

25. (i) From an over view of events taking place in the advanced countries of the world, it would become quite obvious that a central body should be entrusted with the task of curriculum making and that it should look after this aspect at all stages of education from the beginning to the end of Secondary Stage. These are trends that have started asserting themselves all over the world. The entire picture of curriculum changing and text-book writing has been revolutionised and old concepts of freedom to the teacher in choosing books and curriculum are changing fast.

(ii) It may not be practicable for us to launch expensive programmes on the scale done in America and we can take whatever suits us from what has been produced there and in other countries. While our objectives of teaching Science, etc. may not differ from the objectives in Russia or America or England, the same will not be true of other

subjects — like languages, Social Studies, etc. Here we will have to settle down to do it on our own. What is important in this direction is that the top-flight subject specialists of the country will have to be brought together to do the job for us. Considering that sufficient time and energy will be required to be devoted to this task, adequate payment for the participants should be forthcoming.

(iii) The Committee is aware of good work that the National Council of Education Research and Training has started in this direction. Panels have been formed of eminent specialists who have been entrusted with the task of producing text-books for schools. Unfortunately the present work has been undertaken with a view to write books for the "Higher Secondary Pattern" and we cannot, for the present, be benefited from this undertaking. Even in other States out of a total number of 21,364 schools only 5,467 — 20.6 per cent are the Higher Secondary Schools. It is hoped that uniformity in system will soon be introduced in the country. Education Ministers and the All-India Council of Secondary Education have already agreed to a 12-year course of 10 plus 2 years. When this uniformity is introduced the efforts of the text-books panels would be put to greater advantage in every State.

(iv) Before suggesting machinery for curriculum making and text-book writing, we must express our concern at the lack of co-ordination between curricula at different levels of education. There is a separate body which looks after curriculum of primary classes (I to V) and yet another organisation for classes VI to VIII, while the Board is responsible for laying down of courses in High School (classes IX and X) and Intermediate (classes XI and XII) Examination. Though some attempts have been made in recent years towards co-ordination within the means available, the problem needs a much larger effort and greater resources to be effective. It is, therefore, not surprising that there is some duplication, repetition and even discontinuity in the curricula at different stages of education. This leads to waste of efforts and proper utilisation is not made of time and opportunity which contributes, among others, for the drag and standards. There is, therefore, an urgent need of effective co-ordination in this direction for unless this is done, major curricular changes cannot be brought about in isolation at different stages of education alone. An example may be given from the problem faced by the School Mathematics Study Group (SMMSG) in America which was responsible for bringing out the Mathematics Curriculum. It found that it was not possible for it to devise one-year or two-year programme as done by the Physics and Chemistry Study Groups. It, therefore, went on to prepare six-year syllabus from Grade 7 to Grade 12. After nearly two years of working on the project it found it necessary to go down to elementary school Mathematics course also. So the (SMMSG) is currently engaged in devising that course-contents from the kindergarten level.

26. The standard of text-books is another matter deserving consideration. The position in this regard is much better from what was observed by the Mudaliar Commission, in 1953, in the following words :*

"We are greatly dissatisfied with the present standard of production of school books and consider it essential that this should be radically improved. Most of the books submitted and prescribed are poor specimen in every way — the paper is usually bad, the printing is unsatisfactory, the illustrations are poor and there are numerous printing mistakes. If such books are placed in the hands of students, it is idle to expect that they would acquire any love for books or real interest in them or experience the joy that comes from handling an attractively produced publication. So far, this matter has been left entirely to commercial publishers who have failed to bring about any appreciable improvement It was brought to our notice in this connection that commercial side of the production of text-books has also adversely affected their proper selection. The practice in some States is to prescribe only one text-book in each subject for each class. In view of the very large number of pupils studying in these forms, the approval of the book by the Committee meant large profit to the publishers and the financial status involved some times resulted in undue influences being brought to bear on the members of the Committees. As a result of this, text books were often prescribed which were too difficult or too easy for the class, concerned or were defective in language and in the manner of presentation and sometimes abounded in factual mistakes. The evil has become so widespread that it is necessary, in our opinion, to take effective steps to check this state of affairs and to exercise strict control to ensure the production and selection of better books. If proper books are to be produced and authors of repute are to write them, a different approach to the whole problem is urgently needed."

The position has since then changed quite a lot for the better. Efforts have been made in our State through change in Regulations, for an elaborate system of review, etc. and some objectivity has been introduced in the selection of books as far as the Committee of Courses and the Board are concerned, there is much that has still been left untouched. While the Board and the Committees after some initial testing trouble have largely practised self-imposed discipline in not interfering with the decisions of their reviewers, the rigour has been felt irksome at times. There is also no guarantee that this process of self-discipline may not cease at any time for the right to make final selection vests in the Board and it may like to assert itself independently and contrary to the opinion of the reviewers. Besides a lot of subjectivity is inherent in reviewing

*Pages 96-97 of the Report.

the books and, therefore, there is a considerable scope for the element of chance to remain.

27. Another defect of the system is the inevitability of prescribing several alternate books, particularly in the compulsory subject. As questions from text, etc. have to be asked from every book, the question paper in these subjects has tended to become bulky, sometimes running into a booklet of 16 pages or so. This adds much to the confusion of the candidate and is undesirable. We are told that there are special printing difficulties also with the question papers of this bulk.

28. We have already referred to the impressive ways in which text-book writing programme has been undertaken in America. Though it may not be necessary for us to follow those methods so scrupulously, it is clear that conception of text-book writing has undergone a change and must be emulated. We hope that the days when text-books were written by one or two or, in rare cases three persons, usually secondary school teachers, with an occasional help from some University colleague of theirs with some competence in the subject, but unacquainted with the latest developments in the field, are gone and consigned to history. The result of these efforts had been invariably, a reshaping of old stuff done with a little window-dressing, but essentially in the old format. Books written by a team of real experts — the top-most specialists — working in conjunction with good teachers and educational supervisors, can alone deliver the goods.

29. *School Curriculum and Text-book Corporation*— (i) We recommend that a single body should be responsible for laying down curriculum from primary classes through to the Intermediate level, and the present position in this regard must change radically. It will be necessary for this purpose to form an independent, autonomous organisation, somewhat on the lines of Corporation. It should be the responsibility of this Corporation to bring out text-books and other educational aids and supervise major programmes of curricular changes and production of books and connected material. This corporation may be called the "*School Curriculum and Text Book Corporation*" and should be incorporated through an enactment. It should be the supreme body in regard to the curriculum making and text books prescription from primary classes up to the Intermediate level, and should have very wide powers, if not absolute powers, to discharge functions entrusted to it. The present work done by the Officer on Special Duty (Text Books), the Film Division of the Education Expansion Office and such other offices doing connected work can be placed under its charge. By producing books of its own, it could become a self-supporting and even a profitable proposition — though this is the least significant factor in asking for its establishment.

(ii) Broad outline of the functioning of the proposed Corporation it envisages are as follows :

(a) The Corporation shall function through a Chairman and two or three members, who shall be eminent educationists. Some broad qualifications may have to be laid down, for the members and the Chairman.

(b) It shall be an incorporation, autonomous in its working and shall operate its own funds. It shall of course receive loans and subventions from Government and shall be required to submit to the Government estimated capital and revenue receipts and expenditure. The State Government shall cause the statement to be laid on the table of the Legislatures which shall be open to discussion therein, but shall not be subject to vote. The Corporation shall take into consideration any comments made on the said statement.

(c) The accounts of the Corporation shall be audited by the Accountant General, U. P. or any person he may authorise in this behalf and the expenditure for it shall be borne by the Corporation.

(d) The Corporation through framing rules shall be responsible for undertaking projects for the revision of curriculum, books and production of such films, collateral reading material and teaching aids as may be considered necessary, for the classes I to XII. It shall lay its own procedure, determine the remuneration to be paid to authors and participants.

(e) The Courses, Books, etc. made by the Corporation shall be prescribed for the schools by the relevant authorities in supersession of their own prescription if any. Decision about the year and session from which a particular course shall be introduced shall be conveyed to those authorities in advance.

(f) It shall be the duty of the Corporation to exploit best available national talent for its work and it need not confine itself to the territorial jurisdiction of the State alone.

30. A reference may also be made of a suggestion often made that there should be no direction or control in prescribing particular text-book and the schools and teachers should be left free to choose their own books. After thorough discussion of modern trends in this regard, we must emphatically discount any such suggestion. The Committee believes that concerted national efforts are needed for preparing text-books and teaching materials. We have already made a suggestion for the formation of "the School Curriculum and Text-Book Corporation" and we very much wish to suggest, may be for the consideration of the Education Commission, the need of such a Corporation on a National basis. If this is done the Corporation in the State should be able to draw up its programme in co-ordination with central agency.

31. (i) While recommending formation of the school curriculum and Text-Book Corporation, we wish to point out that it must be clearly understood that the very best of persons and the most competent of them can only embark on this task, and no limit for time, period or year can be fixed for undertaking curriculum revision on such a wide scale. We quote from Professor Zacharias one of the initiators of these programmes for elucidating our point :*

“ It must be recognised from the outset that the task of curriculum revision is one of the most difficult of all the tasks upon which the scholar or the research scientists can embark. Before he can hope to make a matter clear to the student, he must make it clear to himself, and where subject matter goes back to fundamentals this can be enormously difficult. It is only when the scholar begins to prepare material for the ten or twelve year old that he begins to realise how much he is accustomed to take for granted within his own discipline and how little of his basic material he has ever subjected to scholarly scrutiny.

Simply because it is difficult, it requires not only scholarship and skill, but the highest degree of scholarship and skill. Successful curriculum revisions have been those in which the most eminent men and women have been willing to suspend their own careers over a long period of time to apply themselves to problems of curriculum revision. Unsuccessful revisions have been those in which this association has been denied or has been limited. It must be apparent that curriculum revision is a time consuming process.”

(ii) Another point that we wish to re-emphasise is that in developing our curriculum we will have to take care in carefully and discreetly determining what to include from the curriculum prepared in America or elsewhere and what to reject. It may also not be necessary for us to repeat all the costly methods and procedures adopted in foreign countries. The Corporation will have to be left free to exercise its judgment in this matter. In this connection, the following extract from Prof. Campbell's speech is worth quoting :

“ Whenever one country exports its curriculum it does it in connection with its own problems. Exporting a curriculum is very similar to exporting a plant. Some kinds flourish by hybridising and some will not grow except in their country of origin.”

*New Curriculum by Harper, page 77.

CHAPTER VI

EXAMINATIONS

32. *Defects and shortcomings*—(i). No aspect of education has attracted greater public attention than the system of examination and evaluation. There have been strong feelings for urgent reform in the system of examinations. The Universities Commission (Radha Krishnan Commission) in 1949, said :*

“For nearly half a century examinations as they have been functioning, have been recognised as one of the worst features of Indian Education. We are convinced that if we are to suggest one single reform in University education it should be that of examination We suggest the objective examinations in the Universities in India, at the earliest possible time. Without this there is danger that Indian higher education will fall into chaos.

Fortunately there is a wealth of scientific work on testing, measurement, evaluation and appraisal done in the West, and specially in the United States, which can help us very greatly in devising objective methods of testing intelligence, aptitude, achievements as well as personality traits.”

(ii) The Mudaliar Commission in 1953, reported :

“They (examinations) have so pervaded the entire atmosphere of school life that they have become the main motivating force of all efforts on the part of the pupil as well as teacher As regards methods, he (the pupil) is interested in only those which secure an easy pass rather than in those which may be educationally more sound, but which do not directly concern themselves with examinations. He is more interested in notes and cribs than in text-books and original works ; he goes in for cramming rather than for intelligent understanding since this will help him to pass the examination on which depends his future.”**

33. *Place of Public Examinations*—(1) The Radha Krishnan Commission and the Mudaliar Commission realised the place that “public examinations play in the system of education and suggested that these examinations have come to stay. Justifying the place for these examinations the Radha Krishnan Commission said :

“If examinations are necessary, a thorough reform of these is still more necessary.”

The Mudaliar Commission pointed out :

*The report of the Universities Education Commission, Vol. I, pages 328-329.

**Report of the Secondary Education Commission, page 145.

“Nevertheless examinations – and specially external examinations have a proper place in any scheme of education. External examinations have a stimulating effect both on the pupils and on the teachers by providing well-defined goals and objective standards of evaluation. To the pupil the examination gives a goal towards which he should strive and a stimulus urging him to obtain that goal in a given time, thereby demanding steady and constant efforts. This makes the purpose clear and the method of approach definite. He is judged by external and objective tests on which both he and others interested in him can depend. And finally it gives him a hall-mark recognised by all.”*

(ii) The Second Narendra Deva Committee, 1953, in introducing reforms in examinations cautioned :

“External examinations have a long and respected history and, at one time, are known to have helped in raising educational standards in the countries in which they were introduced. They furnish, with all their defects a system by which standards of teaching could be judged and certificates awarded on a State basis which employers and higher educational authorities trust and accept. Within certain limits there is uniformity of standards. There are very great merits of public examinations and we feel it to be our duty to make sure that while considering reforms, none of these great merits will be sacrificed.”**

(iii) Considerable change of opinion in regard to the place of external examinations has taken place not only in India, but also in other advanced countries and particularly in England. In the period 1939–45, any suggestion for reform in education stated that it could be achieved only if the schools “are left free from the cramping effects of a large scale external examinations”. Regulations made under the Education Act of 1944, prohibited a pupil from entering for any external examination other than G. C. E. unless he had attained the age of 16. This provision after about ten years or so, was circumvented in large numbers by parents and guardians with or without the consent and connivance of the schools. The need of some form of recognised certificate was felt by everyone and as the minimum school leaving age was 15, the parents entered their own children for several private examinations like the College of Preceptors, the Royal Society of Arts and the Union of Educational Institutions, etc. When the parents paid the examination fees the provision of regulations was circumvented as it prohibited payment of examination fees from “public funds”. A special committee called the Velve Committee was, therefore, appointed to examine this question which recommended Institution of nationally recognised lower-

*Page 147.

**Report of the Secondary Education Reorganisation Committee, Uttar Pradesh, page 41.

level examination, the School Certificate Examination — which could be taken by a large number of pupils coming out of the Modern Secondary Schools. The recommendations of the Committee have been accepted and the new system of Secondary examinations has begun to operate from 1965.

(iv) This shows how a complete swing in educational opinion, forced as a result of sociological factors in a growing industrialised society, has taken place in England and those forces are bound to assert themselves in any democratic society that is pledged to economic upliftment in modern age of science and technology. External examinations, therefore have come to stay. As this is so, reform in the examinations is all the more essential.

34. Invalidity and unreliability and inadequacy of the present examination system needs to be removed. We think that after what has been said already in the various Commissions and reports, there is no need to make out a case for introduction of objective type of questions in the examinations. Real difficulty seems to be the hesitation felt by the teachers, educational administrators and the Board in making efforts for the introduction of these types of questions. It is also argued that though objective type of tests are being used in America, other Western Countries and particularly England have not accepted this idea. This position was even examined in great detail by the Radha Krishnan Commission which stressed the point that the problem of dealing with huge numbers were peculiarly common to America and India and that in England admission to Universities is not made through marks obtained in the Matriculation Examination as in India. Even real selection on a huge scale is made in England at the age of 11 or 12, when objective type of tests are used. It would be worthwhile to reproduce the relevant para from the report :

"We can foresee the criticism that the use of objective tests at the University level is something peculiar to America and that in other Western countries notably Great Britain, Universities have not been convinced of their value. As far as Great Britain is concerned the reason is fairly obvious. No British University needs to use the bare marks in a matriculation examination as its criterion for admission: and most candidates are admitted only after either winning a competitive scholarship or passing a college entrance examination which includes an interview. The problem of dealing with huge numbers, common to India and the United States, does not occur at the University level in Great Britain. There the real solution of those boys and girls who are likely later on to seek admission to Universities is made at the age of eleven or twelve, when all children of that ~~category are used and not from~~ small percentage are allowed to enter ~~the~~ ~~national~~ ~~grammar~~ ~~schools~~ ~~from~~ ~~national~~ ~~schools~~ ~~of~~ ~~educational~~

Planning and Administration,
17-B, Sri Aurobindo Marg,
New Delhi-110016
DQ1

D-3958

which the University draws nearly all its entrants. This testing of children, eleven or twelve years old, does involve the problem of huge numbers, and here the use of objective tests is rapidly supplanting other methods. Most of the larger "Local Authorities" now use for this purpose standardised objective tests in English, Arithmetic and General Intelligence. Both countries, therefore, make use of the objective tests at the point in their educational system where the problem of selection from large numbers is most acute. In the United States that point is at the end of the Secondary School course, in Great Britain at the end of the primary school course."

35. (i) We wish to further point out that this question of unprecedented growth in numbers is nothing peculiar to India. With growing awareness for education, this bulge and its accompanying problems are being experienced by almost every country and it would be of interest to know how this problem has been tackled by a few of them. It is quite significant to remark that a few of them not only favour the introduction of objective type of questions, but consider it as inevitable. Paul Nash of Canada, writing in the "Canadian Education and Research Digest" (Toronto, Vol. I, No. 1, March, 1961) on "The Assumptions and Consequences of Objective Examinations", said that one of the most critical problems with which Canadian Education will be faced in the next decade is the enormous expected increase in the number of students". Schools and Universities will be compelled to deal with a constantly expanding enrolment. He visualized that objective type of questions will be increasingly used. "It is extremely likely, therefore, that the next decade will see an extended use of objective examinations and, as a corollary, a decline in the use of essay, the interview, the long term paper, and other subjective and time consuming methods".

(ii) Thus adoption of objective type of tests is being reported as inevitable and attempts are made to see that they are properly administered and their harmful effects avoided.

(iii) We have quoted from the report of the Universities Commission about the position in England which did not introduced objective type test in its Secondary Education. However, with the passage of time there seems to have been a shift in the thinking there too. In an article in "*The British Journal of Educational Studies (London)*", Vol. XI, No. 1, November 1962; E. L. Black on "*The Marking of G. C. E. Scripts*" wrote :

"Moreover, the growth in the number of candidates in the near future is likely to make the problem of standardisation more difficult. This table-for all candidates examined each summer

the Northern Universities Joint Matriculation Board shows how numbers have expanded :

1939	29,719
1956	76,003
1958	85,550
1960	1,08,009

“The rest of the paper (after a few essay type questions) would consist of objective questions with only one correct answer. Many writers such as Ballard have pleaded for greater use of such tests in Britain :

“There are arguments against these questions. But the arguments against them are much weaker if they only form a part of an examination, and it is possible to test a great variety of facts by objective tests than by essay type questions. To use them is to reduce the chance of a candidate having been lucky or unlucky in the topics he elected to revise.”

36. (i) To sum up we have no hesitation in recommending that more objective type of questions should be introduced in the Boards' examinations. We, however, like to caution that adequate preparations will have to be made before starting on administering these types of questions and sufficient practice will have to be given in advance to the candidates. It will be necessary to retain, as a part of the subject subjective-type of question also.

(ii) *Board of Examiners*—There will undoubtedly be some difficulty in devising test pool items for these tests. Considerable literature on it already developed in America and the Directorate of Extension Programme Secondary Education *DEPSE* of the National Council of Educational Research and Training has also been developing test-pool material in various subjects. The State curriculum units which have been set up in all the States are carrying out similar work. The Board of Secondary Education, Rajasthan, is reported to have introduced these types of question papers in Elementary Mathematics, General Science and Social Studies, from March, 1965. In fact Part II of English II paper of the High School Examination of our Board contains questions of that type which could be modified slightly to fit in with the pattern of objective-type questions. Adequate work is, therefore, already available. To add to the pool every teacher can be asked to prepare three or four questions in his paper and thus a pool could be built up by screening these questions. It will, however, be necessary for this purpose to change the system by which a single examiner sets the question paper which is then sent to the Board of Moderators. It will be necessary to have a Board of Examiners for each paper consisting of about three persons for preparing a question paper, key, etc. The remuneration

paid to them for paper setting will have to be adequate and the present rate of Rs.40 for the Intermediate and Rs.50 for the High School Examination will have to be increased sufficiently. We recommend the payment of Rs.300 for Intermediate and Rs.250 for the High School paper to each individual of the team of paper setters.

(iii) *Examination Cell*—We envisage that a regular machinery may have to be set up under the Secretary in the form of a cell to carry on the work connected with the preparation of text-pool material. Besides collecting sufficient test-pool material and helping the Institution to devise their own pool for internal examinations, etc. this cell will also advise and submit material for the periodic revision of the curriculum inasmuch as it affects the objective type of question. The suggestions could be considered by the subjects-committee in ordinary course. The cell can further act as a liaison for arranging seminars and training programmes for the paper setters, etc. An extra post of Additional Secretary assisted by two or three assistants of the Confidential Section can constitute this cell.

(iv) Lastly, wherever it is considered necessary to set an essay type of question paper, improvement should be effected. Questions will have to be clear in language and construction so that they may be capable of eliciting clear answers.

37. *Case for a lower level examination*—A large number of candidates at the High School Examination have been failing in one subject only. While High School Examination is the last stage of education for a large number of students, one subject in which they have failed may not be of much value to them in life. Such students if given a certificate of some kind may be satisfied with it and need not repeat all the course for another year. Secondly, there may be several assignments and jobs to which a person could go after obtaining such a certificate. For instance, an intending primary school teacher who has failed say — in English only could be admitted to the Normal School after such a certificate. There could be several other vocations too which it may not be necessary to require a full High School Certificate. We suggest that such candidate as fail in one subject only at the High School Examination may be given a certificate called the "School Leaving Certificate". This will eliminate some wastage and duplication of efforts and may provide diversion to weaker students to look to other channels rather than repeating the same course aimlessly.

38. (i) *Internal Assessment*—Before concluding this Chapter, we would like to discuss the place of internal assessment in public examinations. Internal Assessment has several advantages. A teacher is in a better position to judge the potentiality that his pupil possesses and the extent to which he has assimilated the learning experiences of class room

aching than would be possible in an externally assessed public examination. It was contended that giving weightage to internal assessment up to say 10 per cent of marks in the public examinations, several unhealthy tendencies visible on the school matrix would disappear. The student would be encouraged to work throughout the year rather than depend on cramming from cribs and notes towards the end of the session. A suggestion was made that prescribing of a fixed number of exercises for written work in every subject and its branches could form a fairly reliable basis on which marks on internal assessment could be awarded. This would provide an incentive for forming a habit of regular work on the part of the students. Since such a written work could be preserved and open for check and verification by inspecting authorities, it would act as a deterrent from the likelihood of the practice being misused. Further, the practice would help in developing proper teacher-pupil relationship and rehabilitate the teacher to acquire the prestige and position that he should possess. Besides, placing reliance on the teacher will generate a greater sense of responsibility in him.

(ii) There are defects in the system of internal assessment also. The problem of standardization is one of them. Though its extent could be reduced somewhat through prescription of the number of exercises, that alone would not be sufficient to minimize it significantly. Besides, proper check and verification of such written work by any external agency would give rise to several practical problems. It was also felt that the existing power that the Heads of the Institutions, have possess or detaining a student for "unsatisfactory work" and for condoning attendance to the extent of 10 days, below the prescribed minimum, are considered adequate to deal with the cases of erring as well as irregular students. The private candidates in whose case it would not be possible to set apart marks for internal assessment would be another problem if internal assessment were to be introduced at the public examinations.

(iii) The opinion in the Committee was, therefore, divided in regard to the place of internal assessment in the public examination. The Committee, however, was unanimous in the view that internal assessment must find a place in the home examinations. We commend the system of prescription of written-work-schedule in each branch of a subject. The performance of the students in it should be given due weight, along with their marks in the subject at the annual examination. We further suggest that while papers at the home examination should be marked internally, all the Institutions should be required to conform to the same promotion rules as observed at the public examinations. That is, promotion rules in classes VI and VII should be the same as those at the Junior High School Examination, and the promotions in classes IX and XI should be based on the promotion rules followed at the High School and the Intermediate Examination respectively.

CHAPTER VII-A

RECOGNITION OF INSTITUTIONS

39. The Board recognises institutions to enable them to prepare candidates for admission to the Board's examinations. As stated in Chapter III, the procedure for granting recognition is contained in Chapter VII of the Board's Calendar. The procedure in brief is that an institution desiring to be recognised has to submit an application to the Board on a prescribed form through the District Inspector of Schools or the Regional Inspector of Girls Schools, as the case may be. The last date for the submission of these applications is 31st August of the year preceding that in which the new classes are desired to be opened. The inspecting authorities after making necessary inquiries about the extent to which the conditions of recognition have been fulfilled by the institution, give their recommendations in each case about the fitness or otherwise of the institution for granting recognition. Till last year, the inspecting authorities sent their recommendations to the Regional Deputy Directors of Education, who forwarded them, along with their own comments, to the Secretary of the Board. The applications were then examined by the Secretary, who submitted a factual report in each case to the Deputy Director of Education (Finance) [D. D. (F)]. The D. D. (F) sent his recommendations in each case on behalf of the Director for their consideration by the Recognition Committee of the Board. The Recognition Committee considered the recommendations of the D. D. (F) made on behalf of the Director, and recorded their decision. From last year there had been a slight change in this procedure. The inspecting authorities now submit the applications along with their recommendations to the Secretary of the Board. The office of the Secretary examines the cases and sends a factual report for consideration by the Regional Deputy Directors of Education. Recommendations on behalf of the Director are now made by the Regional Deputy Directors of Education instead of the D. D. (F). The change in procedure was affected obviously for quicker disposal of the cases of recognition than was possible when a single officer at the Headquarters had to attend to all the applications. It is hoped that the new procedure would enable these cases to be disposed of more expeditiously.

40. *Present Defects*—(i) One defect in the system is that the decision on the application for recognition were generally made towards the close of the academic year and in some cases even after the school session had

begin. The result of this was that little time was left to the institution to complete all the formalities required for opening the classes. The revised procedure adopted from last year cuts out one stage in which the applications were required to go to the D. D. (F). The procedure, however, needs to be given a trial before any assessment of its results could be made.

(ii) Some of the existing procedures also cause delay. There is practically no firm date observed (though a date is prescribed) after which the Recognition Committee should cease to look into the reports submitted by the institutions in regard to the fulfilment of conditions of recognition. The result is that after the Recognition Committee has taken a decision on the application of an institution and if it has been unfavourable to the institution, in a number of cases their representatives come before the Recognition Committee on the plea that the Committee had not the latest picture of the progress achieved by the Institution and, therefore, their cases may be reinstated for consideration by the Committee. This involved a repetition of the entire process — inspection and report by the District Inspector, its examination by the office of the Secretary and reconsideration by the Regional Deputy Director of Education and the Recognition Committee. The process is endless and in some extreme cases even half a dozen reports have been asked for from the District Inspectors. It is not only time consuming, but extremely irksome to all those involved in it — the Inspectors, the Recognition Committee and the authorities of the institutions.

(iii) An index of the defective procedure is the need felt by several institutions for sending their representatives to Allahabad when the Recognition Committee meets. Whatever may be the reasons for it, the practice could be a source of several administrative problems and needs to be effectively checked.

(iv) Another factor which tends to delay disposal of applications for recognition is the liberal extension allowed to the institutions to submit their applications for recognition well beyond the prescribed date.

41. *Suggestion for Improvement*—(i) It would be obvious from the discussion of the existing defects in the system of granting recognition that considerable improvement can be brought about if the various dates fixed for different purposes are strictly observed. If the applications are not entertained after the last date fixed for them and similarly the progress report from an institution submitted after the last date prescribed for it is not taken into account, the time schedule for various operations involved in the process can be comfortably adhered to. The regulation governing the submission of applications for recognition has already been amended from the current year. According to this amendment, institutions which apply late will be required to pay a late fee and the amount of this fee would increase progressively with each

calendar month till the 30th of November. It is hoped that this provision would induce the institutions to apply in time. As a consequence of this provision, it is further hoped that applications received after 31st December would not be taken into account.

(ii) The Committee also recommends that a suitable application fee should be charged from institutions applying for recognition. Such a provision would discourage those institutions which apply without adequate resources and means for the fulfilment of conditions of recognitions from applying and thereby would reduce the number of applications which might be made through half-hearted intentions.

(iii) The Committee feels that there is a need for revising the entire time-table of work and the existing dates fixed for the various processes for recognition. The Board must convey its decision to institutions that are allowed to open the new classes at least six months before the commencement of the session in which the classes are allowed to be opened. This would give a reasonable time to the institutions for completing the requirements of building and equipment. The appointment of teachers and admission of students can also be arranged timely. Some of the recognitions require spacious laboratories and buildings to be put up and expensive equipments to be purchased. While it is necessary for the Institutions to earmark and provide necessary funds required for the fulfilment of conditions of recognition applied for, they should not be expected to actually purchase the equipment or construct buildings without the Board indicating its decision to grant recognition to them. Six months' time must be available to the institution for completing all the requirements before opening classes. When this is not done, the result is that either the institutions obtain inferior and unsuitable equipments in a hurry or start the classes without making adequate provision for them. Very often it is both. A more realistic view of the situation will have to be taken. The dates for the various procedures of recognition will have to be worked backwards according to this time schedule, and it is expected that the last date for the submission of applications for recognition may have to be advanced by about a year from what is prescribed at present.

42. (i) Besides suggesting improvements in the existing practice, we would like to review some of the conditions of recognition which are prescribed at present. We feel that the requirements listed for building laboratories and scientific equipments for various subjects have to be brought up-to-date. These requirements have to be fixed in accordance with the present conditions and the greatest need today is to see that the money is spent to yield the maximum results. Another aspect which is equally important is to see that the school buildings and the laboratories are planned in such a manner that the requirements of cement

and other building material which is scarce, is cut down to the very minimum, if not eliminated altogether. The matter may be thrashed out between the authorities of the Public Works Department and the Education Department. Thirdly, requirements of scientific equipments which was determined decades ago, will have to be rechecked. Plastics, which were unknown only a few years ago, have entered the field of scientific equipment also, and are rapidly replacing glass, producing materials that are more durable and less costly, besides being easier to handle. Several indigenous substitutes of costly articles of equipment are also coming in the market. Science teaching itself is undergoing a revolutionary change, and requirements of scientific material are also changing with it. The need for revising the existing lists is, therefore, obvious.

(ii) We have dealt separately with the need for adopting a policy of recognition (Chapter VII-B) and for relating the future expansion of the schools to the financial resources of the State (Chapter XIII). We, however, would like to recommend here that in granting recognition it should be examined with greater care and strictness that the minimum conditions that are prescribed and the norms fixed have been fulfilled by the institutions. While the norms would require revision in the light of the present conditions as stated above, we would like to suggest here that a thorough departure from the present practice of blocking the money through creation of a large endowment and reserve funds is necessary. An endowment of Rs.15,000 and a reserve fund of Rs.3,000 for a High School and Rs.20,000 and Rs.5,000, respectively, for an Intermediate College, blocks a large sum that could have been utilised more properly for putting up a suitable building or purchase of adequate equipment. Since, we recommend that complete fulfilment of conditions for recognition is a pre-requisite, we would like to suggest that the requirement of these funds should be reduced substantially, so that the surplus money is released for utilisation towards fulfilling of conditions. In our opinion endowment of Rs.5,000 for a High School and Rs.7,000 for an Intermediate College should be considered adequate and separate reserve fund should not be required. The endowment fund, however, should be either in cash or in the form of a suitable building fetching reasonable amount. Total valuation of such a building must exceed by one-third the amount of each endowment fund required for an institution.

(iii) The Committee also discussed the necessity for retaining the provision requiring the endowment fund of an institution to be pledged to the designation of the Inspector. The Committee is of the opinion that there is no need for asking the endowment fund to be pledged to the designation of the Inspector. Other devices as are vogue in the Free Colleges for ensuring that this fund is not misused may be adopted. In case there be any need for pledging of funds, they may be pledged to the Board through its Secretary and not to the Inspector.

(iv) The Committee also feels concerned at the tendency in vogue with several new Degree Colleges of utilising and ultimately transferring equipment, laboratory, library and other assets of their Intermediate colleges. Though a Degree College is required to make separate provision for building, library and laboratory and these should not include those of an Intermediate College, in actual practice, large scale transfer from an Intermediate College to a Degree College takes place often, if not invariably, when a new Degree College starts functioning. We would like that the attention of the Universities may be invited to put an end to such a practice adopted by several Degree Colleges as it leads to an impoverishment of Intermediate Colleges.

What should be the machinery for granting recognitions, and fixing norms for recognition and other connected matters will be discussed in Chapter XI, when we come to the future organisation and set-up of the Board.

CHAPTER VII-B

IMPROVING QUALITY OF SCHOOLS — RECOGNITION POLICY AND SCIENCE EDUCATION

43. Decline in the quality of education in our schools is a problem that requires serious consideration. Without entering into academic discussion about what is really meant by "quality" in this context, how it is different from "standard", and what established "norms" or "scales" if any of educational measurement are available for valid comparison, we are convinced that there is considerable reliable evidence to conclude that our standards are low and they are steadily falling. The fact that these standards do not favourably compare with our own past achievement norms, because other Indian States show better results at all-India level competitions and because our national standards themselves are considerably lower than standards of achievement in other progressive countries, is sufficient to alarm us about the quality of our education, without embarking on any pedagogical studies to discover reliable tools of educational measurements for the purpose.

44. Beginning with the examination results of the Board, we find that a very large percentage of students have been failing at this examination, as the following Table would show :

TABLE No. 1—Showing percentage of failure at Public Examination

Year	Percentage of Failure	
	High School Examination	Intermediate
1964	48.62	56.74
1963	55.45	55.9
1962	55.6	56.4
1961	55.44	60.56
1960	61.13	58.11
1959	56.3	55.58
1958	48.21	53.48
1957	57.8	52.29
1956	54.6	46.94
1955	55.52	57.88

A large percentage of failure, however, is no indication of high standards of attainment for those who pass the examinations. Average standard of teaching and examination, coupled with large percentage of

failures is, therefore, doubly alarming. Besides this there is an additional factor of the largest percentage among the passes being third divisioners as the following table would show :

TABLE No. 2—Percentage of Third Divisioners among the passes

Year	High School	Intermediate
1964	42.7	58.5
1963	52.0	60.6
1962	47.0	58.1
1961	49.6	61.0
1960	46.1	59.9
1959	45.8	61.8
1958	43.2	59.3
1957	46.5	60.7
1956	48.9	65.6
1955	Not calculated	60.5

45. As stated earlier reorganised system of secondary education and creation of the Board of High School and Intermediate Education, U. P. has been the result of the recommendations of the Calcutta University Commission 1917-19. It is significant that the then Government of the United Provinces was the only Government which took the initiative and implemented the recommendations. That this step was in the right direction, has been amply proved by the following observations of the Universities Commission 1948-49 :

***"Thirty years ago, the Calcutta University Commission recommended the Institution of 'Intermediate Colleges' and also held that the Intermediate Examination should be the qualifying test for entry into a University. These recommendations were adopted only by the Government of the United Provinces and the teaching Universities of U. P., Lucknow and Allahabad, and the affiliating University of Agra, admit students only after they have passed the Intermediate Examination. This step has been very beneficial to these Universities, freed from the burden of Intermediate classes, they have been able to develop good post-graduate departments like those of the University of Calcutta, and have thus been doing more of real University work than many of the other Universities.

**The Report of the University Education Commission, 1949, page-90.

(1) * "The Government of the United Provinces made an attempt to start Intermediate Colleges from 1923 onwards, but on account of financial stringency their effort could not be kept up consistently during subsequent years with the result that the Intermediate standards have deteriorated during recent year. In many cases Intermediate Classes were merely tacked on to the existing High School, and school teachers without proper qualifications were asked to teach the Intermediate Classes as well. No consistent attempt was made to recruit highly trained, efficient and well paid staff for the Intermediate Classes. Accommodation and equipment were generally inadequate. Some degree colleges were asked to drop their degree class and actually functioned as Intermediate Colleges for some years, but many of them again took up degree classes without recruiting a different staff."

In regard to the accommodation, equipment, etc. it observed :

(2) † "At present every High School tries to become an Intermediate College, whether it has the resources or not and the obliging authorities relax the necessary conditions and recognise it as an Intermediate College, the interests of the students and in fact of the whole community suffer since such a college fails to develop and train the powers of the younger generation. Hardly has it had time to consolidate itself as an Intermediate College, when another equally obliging University recognises it as a degree college. The result is that the college is neither a good Intermediate College nor a proper degree college."

‡ "We have already lost 30 years by neglecting to raise the standards of our High Schools and Intermediate Colleges, as recommended by the Calcutta University Commission and it is time we realised that our secondary education remains the weakest link in our educational machinery and needs urgent reform."

§ "In the present conditions of inefficient and uninspiring schools the four years in the life of a student, between the ages of 14 and 18, when his memory is most active and when his ability to do sustained intellectual work with the minimum of boredom is at its highest, are largely wasted. The abler students do not get a fair deal and are kept back by the less intelligent — the best are being smothered by the many."

46. Plenty of literature is available on the causes of low academic standards in educational institutions and high percentage of failures at public examinations in the various reports of the Commissions. Convocation addresses and reports of learned discourses that have taken place

*The Report of the University Education Commission, 1949, page 92.

†*Ibid* page 93.

‡*Ibid* page 92.

§*Ibid*. page 91.

in seminars, workshops and meetings. There is hardly anything new, therefore, that could be added to those well-thought out and impressively expressed views. We, however, wish to express our great concern for an urgent need of taking vigorous, concentrated and consistent efforts in this direction. We have referred to the remarks of the Universities' Commission made in 1948 that we have already lost 30 years without raising the standards. Whatever may have been the position in 1948, we do not believe that efforts have not been made since to raise the standards. Provision for Research Institutes, the psychological services, the curriculum and the examination units, the science institutes, increased provision for grants recurring and non-recurring, increment in the salaries of teachers, the triple benefit scheme are a few of the measures adopted in this direction. While efforts are going on, we realise that raising of standard is a stupendous task and requires concerted efforts. What is unfortunate is that existence of low standards over a number of years, has given recognition to those low standards. This is evident alround, in the markings in the examinations, in setting question papers, in waiving conditions of recognitions and even granting recognition to weaker Institutions, and the class-room teaching and so on. This has again resulted in the formation of vicious circle — one factor leading to the other, which in turn gives rise to an inertia so that each is satisfied and contented with the static position he is in and does not consider himself responsible for it and is prepared to accept things as they are.

RECOGNITION POLICIES

47. There may be several ways in which we can improve the quality of schools — one of the most important ones being the policy in regard to the granting of recognition to such schools, to which we would like to confine ourselves here.

(i) We appreciate the efforts that the Recognition Committee and other authorities have made in examining the cases of recognition coming up before them and the great strain on their time and energies they have had to put up with. We also realise that the Committee itself has been often not satisfied with its own working and has been constantly thinking to improve it. There has been a little anxiety, we believe on the part of the members of the Recognition Committee to recognise more Institutions, but it has been due only to their keenness to extend facilities for education to the students particularly in the rural areas, to provide encouragement and incentive to local efforts and to cope with the growing number of students coming up for admission. This may have, at times, forced them to relax conditions of recognition. We, however, want to impress the need for a major policy decision on recognition. We wish to emphasise that quality should not be allowed to be sacrificed at any cost. In granting recognition to Institutions it must be examined with great care and strictness that the barest minimum of

Conditions — which as they are prescribed are already minimum and based on costs more than fifteen years ago — are completely fulfilled. This is particularly necessary in granting new recognitions to Intermediate Colleges or allowing Scientific and Agricultural groups which, if properly taught, should involve, a lot of practical work. If this is not done and the existing conditions are allowed to continue on the plea of so-called public pressure that more and more students are now coming forward to offer Scientific and Agricultural groups and, therefore, more Institutions should be recognised in those groups, it would be, in our opinion, a disservice to the cause of education for the student is likely to pass four years of his impressionable age getting disciplined in the so-called Sciences into an ill-equipped, inefficient and completely uninspiring institution. This is unfair and unjust to the student who is building foundations for more vigorous and specialised studies later on or even for those who would discontinue further studies, but hope to acquire scientific background and knowledge. As to the plea of "Public Pressure" and the desire of an increasing number of students to read Science in modern age of Science and Technology, we wish to state that the number of students now wish to join Medical and Engineering Colleges also is getting larger and larger, but that alone has not led to the extension of provision of a Medical and an Engineering College, to every district, though on an average about a thousand students must be passing their Intermediate Science Examinations from every district every year. Secondly, if the students wish to study "Science" let it be "Science" in the real sense of the term and will require a lot more than "an ill-qualified, ill-equipped and unenthusiastic teacher". Therefore, if a larger number of students are coming forward to join science classes, selection will have to be made, as is usually done under similar conditions. That will be good for the student themselves, for the weaker among them, with no aptitude for Science learning will be prevented from embarking on a fruitless and frustrating endeavour of studying Science courses and thereby not only increasing the percentage of failure and adding to the wastage, but acting as a drag on standard.

(ii) Opening of Science groups in the Institutions will have to be related to the resources available not only in the shape of adequate equipment and laboratory, but also in the number of qualified Science teachers available. This may prevent a few students at the bottom from swelling the number of science students and encourage them to go in for studies in the Humanities group for which they may be better suited. This should do no one any harm. On the credit side it will reverse an undesirable movement of dwindling numbers in the Humanities and other groups, and prevent the downward trend of standards in Science group. We have seen how the school standards in education and particularly in Science are going up in all the progressive countries. We cannot remain contented by placing our students at a disadvantage in

international reckoning. And if a halt is not called, here and now, to this downward trend of standards in schools, no amount of spendings on the Indian Technical Institutes, the Engineering Colleges and the Universities, the Medical Colleges and the National Laboratories and the Defence Laboratories, can lift those standards to any satisfactory heights. Even the neighbouring country of Ceylon has been reputed to have built up a high standard of school education, and we cannot perhaps take pride of place in this respect even among the Asian Countries. The problem of raising of standards of school education has been treated as a problem of the survival of the whole nation by Russia, America and the U. K. When America exploded an Atom Bomb at Hiroshima in 1945, Russia went in for the wholesale revision of its Science courses from the school stage upwards. When ten year later Russia sent its first Sputnik in space, there was a major upheaval and rethinking in America and we have seen how the school programmes developed there :

"At no time has education in the United States received such careful and critical scrutiny, from bottom to top, as today. Schools have become conversation pieces. Educationists, parents and pupils should be grateful to the Russian Sputniks for landing in this country, a period of arduous appraisal of education, in general, and of the curriculum in particular."

The question of raising school standards is to be treated on a war footing for it is a question of survival of the nation, and in the international situation today with continued military threat at our borders it is a more realistic question for us than it might have been for Russia in 1945 or for America in 1956.

(iii) Comparing the All India figures of schools teaching science, we find that at the end of the Third Plan out of total of 21,800 secondary schools all over the country, 9,500 schools had to be provided facilities for the teaching of Science. †This implies that by the end of the Third Plan Science as an elective subject would be taught in 43 per cent of the schools in the country. The corresponding figures for Uttar Pradesh show that Science as an elective subject is being taught in 834 schools out of 1,005 High Schools, i.e. in 83 per cent of the schools. It is significant to point out that while less than 40 per cent students who appeared as regular candidates for High School examination of 1965 offered Science (95,153 out of 2,33,109), Science continued to be taught in 83 per cent of the High Schools. These figures thus point to considerable dilution in standards and dissipation of resources.

(iv) If these students can be properly trained and educated in science, we would contribute positively towards raising the standard of Scientific-personnel required for the country. We, therefore, need to concentrate

*"American Education" by De Young and Wynn, Fifth Edition, page 372.

†"Third Five Year Plan", Government of India, Planning Commission; page 586.

efforts on raising of standards and proper and maximum utilisation of all available facilities. Even if it amounts to radically changing the policy of recognitions in Science and Agriculture, it must be done in a bold way. Admission to Science courses will have to be based on pure merit and performance of the student. For admission to the Intermediate classes, the performance of the candidates at the High School examination may be taken into consideration, while admission to the science courses at the High School stage may be based on tests as is being done at present in several schools. We, therefore, recommend strict compliance with and fulfilment of the conditions of recognition in Science before new classes are allowed to be opened in those groups. We must, simultaneously, concentrate on strengthening the laboratories and the staff in the existing institutions. Adding of additional sections will also to be examined with greater care. If for nearly 40 per cent students who opted for science we had restricted science teaching to about as many per cent of schools only, our requirement for teachers, and laboratories would have been halved, and this would have added to the uplifting of standards and improvement of quality. In the circumstances as they exist and which we have narrated above, there is no alternative to taking a bold and firm step in laying down a well understood and thought out policy of recognition.

48. *Recognition of Intermediate Colleges*—Coming to the Intermediate Colleges and comparing the position with other States in this regard, we find that there are 5,467 Higher Secondary Schools, against 14,897 High Schools in the country only. *Since the number of Higher Secondary Schools excluded the number of the Intermediate Colleges of Uttar Pradesh, if the number of the High Schools of Uttar Pradesh is also excluded from the total number of High Schools, the picture in the rest of the country, excluding Uttar Pradesh, would be 14,982 High Schools and 1,667 Higher Secondary Schools. Thus the percentage of Higher Secondary Schools in relation to the High Schools in the country excluding Uttar Pradesh comes to 36 per cent. In Uttar Pradesh, as we know, Intermediate is a year ahead of the Higher Secondary but while there were only 915 High Schools in 1962-63, there were 1,074 Intermediate Colleges, in the corresponding period. This shows that while other States in the country were cautious and hesitant and on an average could upgrade only 36 per cent of the existing number of their High Schools into Higher Secondary Schools, in Uttar Pradesh, we have gone ahead and ratio of the High Schools to the Intermediate Colleges is 100 : 117. While U. P. is spending less on education than the average percentage of expenditure incurred by the rest of the States in the country, the inevitable conclusion is that we have been far more generous with upgrading of our schools, leading to considerable dilution

*Figures of 1962-63 Appendix II of Discussion Paper on Major Problems of Secondary Education, Education Commission, Government of India—1965, page 44.

in standards of achievement. This expansion in the number of high category schools, must inevitably lead to dissipation of the meagre resources that the State could muster for its educational plan in its budget. This obviously means that our high schools are rapidly being upgraded into Intermediate Colleges without having a chance to consolidate themselves, and newer High Schools are coming up faster than necessary — lead a short life as High Schools changing prematurely into Intermediate Colleges. The process of proper consolidation never takes place, liabilities increase too soon and demands are made on Government grants and too many mouths are created to feed upon meagre financial allocations resulting in starvation, malnutrition and deformed growth. This expansion is a drain on financial resources and a very heavy drain on standards. We, therefore, hope that there would be a complete reorientation in the idea of an "Intermediate College, which should not be regarded as a mere extension of an ill-equipped High School of a couple of years' existence. The life period of a High School needs to be extended very much beyond what is being done at present and one after it has fully matured through long years of consolidation should be allowed to develop into an Intermediate College. The process of consolidation needs speeding up.

49. *Satisfying the desire of Science Education*—(i) While we have recommended for a strict examination on fulfilment of conditions in granting recognition in Science, we appreciate keenness of the parents and the students for studying it. Whatever their motives may be in wishing to offer Science we realise that no education at the secondary stage can be complete without general awareness and study of Science. We, therefore, recommend that General Science be introduced as an optional subject in the Literary and other non-scientific groups for the High School examination. Requirements of laboratory, equipment and teacher, however, will have to be kept almost the same at the present as for the Science courses, as even General Science has to be taught as a Science subject — and has to be laboratory-oriented. Recognition has already been given to 83 per cent of the High Schools in Science which can take up the teaching of General Science after arranging for the necessary staff and recurring expenditure. Existing laboratories should do up to a fixed number of sections only, after which additional laboratories and equipment will have to be provided. By starting such courses in General Science, we will be able to satisfy a very reasonable demand of students to learn Science and acquaint themselves properly with the world in which they are living. There is a considerable force in the demand made from certain quarters that General Science should form a core subject for the students of non-Science group. We shall accept that on principle. For the present, our view is that while we make a beginning in this direction by making General Science a permissible subject for non-Science groups, we should not proceed too hurriedly with

our resources in equipment, laboratories and qualified teachers are seriously limited. The facilities can be extended gradually to include General Science in all schools, but only after ensuring that arrangements required for teaching are complete.

(ii) The introduction of General Science course will have another advantage. It will keep back the weaker students from offering Science course which they are doing at present in the absence of any other alternative, and thereby facilitate raising of the standards in Science. It will drive back the weaker students not only because the seats available in the Science courses will be limited, but also of their own free will. This is what we have seen to happen in the case of English in the intermediate classes. All the science students offered both Hindi and English as compulsory subjects and the percentage of failure in English was quite large. Though English was alternated with Sanskrit and other languages, the students opted for English only, apparently because they thought that their future prospects might suffer without English as subject for their Intermediate examination. From 1964 two levels of English course were created at the Intermediate, one was the level of English existing till then and was called "English Language and Literature" and the other of a lower level called "General English". Students in the Science group were given an option between the two levels of English. Similar two courses were created for Hindi "Hindi Language and Literature" and "General Hindi" and similar option of offering one of the two levels of Hindi was also provided. The proviso was that a student offering a higher level course in one course in one language shall have to offer a lower level course in other language. The result has been that practically all the students, barring a few, offered equal English-Hindi Language and Literature combination. Thus the students who originally could not be persuaded to leave the English course and take up other language instead, went in for the lower course in English when two alternate level of courses were available to them. Similarly if we provide the General Science course for students at the School stage, it will attract quite a good number of students, leaving pure Science courses for those who are prepared to undertake the pains and rigors. We might further extend the facility of introducing a higher course of General Science at the Intermediate stage also :

Table No. 3—Number of students offering General Hindi and General English at the Intermediate Examinations

Year of Examination	No. of candidates in General Hindi (Lower Courses)	No. of candidates offering General English (Lower Courses)
1964	4,038	51,785
1965	5,169	59,858

Explanation—(1) Candidates offering General Hindi must have offered English Language and Literature.

(2) Figures include students of Science, Aesthetic and Commerce groups also.

(iii) Figures in Table No. 3 show another tendency. We find that practically all the students coming from what are known as "Anglo-India Schools" and the English-Medium-School, comprise practically all the groups of students offering a higher English course and a very few of the students from other schools other than the Anglo-Indian or English-Medium-School, offer this course. After this English course was provided it was not felt necessary even by the brighter boys to go in for the higher English course. If, therefore, adequate alternative to the study of Science is provided in the shape of General Science courses, it will leave some of the brighter boys to continue with the Humanities and other groups. This will go a long way to establish the balance essential between the Humanities and the Science course, which at present has been seriously affected in favour of the Science group.

50. *Low Standard of Experimental Work*—Average standard of experimental and practical work both in Physical and Biological Science is very low. At the High School stage we were surprised to find that even some of the best Institutions do not have a period for practical work. It was argued by the science teachers that as there was no provision for practical examination, no practical work was given to the students. Nothing could be more detrimental to the teaching of science than this type of attitude. Most of the teaching in the subject should be based on observation and scientific inferences derived therefrom. Besides, the students should be trained in skilful manipulation of apparatus and making accurate observations. Even the holding of test tube over a flame and heating of liquid in it requires proper use of hands and fingers, as does the opening of a reagent bottle and pouring of liquid from it into a test-tube. The students too begin to take pleasure in the use of their hands, fingers and eyes in delicate manipulations and they get a thrill in making observations and verifying scientific facts for themselves. This makes the teaching of the subject easier and so much more effective. We must ensure that not only do the students go to the laboratory, but that they find pleasure in working in it.

51. *Schemes undertaken for the improvement in Science teaching*

(i) It is heartening to know that steps have been taken in this direction and, if they are continued, we are sure to achieve desirable results. The first step is the introduction of practical examination in Science and Biology from the High School examination of 1968. In starting this examination care will have to be taken to see that the exercises set

are of a nature that would test the practical work of the students, taken as a class, in the entire course and should not be restricted only to one or two exercises which are to be repeated by the whole class, as has happened in a few subjects for the Intermediate Examination. The first few years of this examination will be of vital importance as they will set standards for future years, and once the standards are set we know how difficult it is to change and raise them. We hope that necessary precautions and preparation would be made right from now.

(ii) *Crash-programme: non-recurring grants and Institute of Science Education*—Another good feature has been the crash-programme of Science by which adequate grants have been made and are being made to make good the shortage of laboratories and equipment. The Institute of Science Education which has been opened under this programme will let us hope, provide guidance for qualitative improvement of Science teaching and devising of cheaper and indigenous equipment. While these grants are being made on a sufficiency reasonable scale, we wish to point out that adequate steps should be taken to see that the Institutions purchase standard material. The I. S. I. quality mark has been given to most of the equipment that could be needed, and if any of the desired equipment has obtained the I. S. I. quality mark insistence should be made on the purchase of that quality only.

(iii) *Inservice-Diploma course for Science Teachers*—To meet the shortage of qualified Science teachers Inservice-Diploma courses have been started in a few selected University Departments and Post-graduate Degree Colleges. The Diploma course is of one year duration and selection of the trainees has been confined to such teachers as are not M. Sc.s. That this training is given in the Universities and selected post-graduate colleges is a very correct step, for the Universities have rightly been given the responsibility of training teachers for secondary schools particularly where content training in a subject is required. It is hoped that increased provision will be forthcoming in successive plans for such courses.

(iv) *Advance Increments to Science Teachers*—A scheme of providing advance increments to the teachers of Science is another scheme that has been started for effecting qualitative improvement in the teaching of Science. According to this scheme, eight advance increments may be given to the B.Sc. I Divisioners and a minimum of five increments to the B.Sc. III Divisioners.

52. (i) *Teachers' Training Programme*—Another important factor in the raising of standards is the teacher training programme. It is encouraging to find that at the insistence of the University Grants Commission, the Universities have become aware of their responsibility towards school teachers and refresher courses are being organised by them during summer vacations mostly for the teachers of Science subjects.

We have also referred to the In-service-Diploma course of Science teachers being organised by the Universities in U. P. While we will go into the question of refresher courses for teachers in the following paragraphs we wish to comment that standards of B.Ed. degrees in some of the affiliating Universities do not come up to the required level. The B. Ed. classes are opened in their colleges without carefully going into the capacity of those colleges to start the classes, and most of such training colleges are not properly equipped or properly staffed. Perhaps the financial stability that the B. Ed. classes with high rates of fees from its students, give to an institution where they are opened, acts as an attraction for the institutions to open these classes. The worst suffers in the process are the teachers that are trained and ultimately the schools for which they are trained. We wish to direct the attention of the Universities, running these classes in their affiliated colleges to these facts and require them to exercise a greater control and scrutiny on the standard of teaching and provide necessary facilities which are the minimum requirements for raising the standards.

(ii) *Refresher Courses for Teachers*—Some refresher courses for teachers have lately been revived. We have already referred to a very desirable step taken in starting Diploma Courses for Science teachers. Short-term, courses for Science teachers continued all the year round have also been started at the Government Constructive Training College, Lucknow and the Central Pedagogical Institute, Allahabad. In addition to these, summer vacation refresher courses are being run in a few selected Government Intermediate Colleges. These are steps in the right direction and we hope that these will not only continue, but increase in number, and would be available to the teachers in other subjects also. The need for refresher courses for teachers in schools has been aptly described by the Universities Commission in the following words :

“It is extraordinary that our school teachers learn all of whatever subject they teach before reaching the age of twenty-four or twenty-five and all their further education is left to ‘experience’, which in most cases is another name for stagnation. We must realise that experience needs to be supplemented by experiment before reaching its fulness, and that a teacher, to keep alive and fresh, should become a learner from time to time.”

We commend this idea that has already been implemented in the Diploma course referred to above of roping in the Universities for this purpose. More and more refresher courses could be organised in these Universities and the Degree Colleges and even Training Colleges. We wholly commend the following recommendations of the Universities Education Commission :*

*The report of the University Education Commission 1948-49, Vol. I, Page 96

*"Stimulus for refresher courses—*In order that the scheme for refresher courses may become a real success, the authorities of schools and Intermediate Colleges and the Government education department should make *certified attendance at a University refresher course* once in every four or five years a qualification for promotion. Some such stimulus would be necessary until attendance at such refresher courses becomes a tradition. As an extension of this idea, it may even be made possible for a young University teacher to go and teach his subject for a year at an Intermediate College, and in his place a bright Intermediate College teacher to teach for a year at the University — such exchanges will establish a very desirable and mutually beneficial collaboration. The chief need is greater inter-communication between the teachers in schools and Intermediate Colleges and in the Universities. A conscious and well-informed co-operation between school and University teachers should replace the present attitude of aloofness."

We commend both the proposals for providing stimulus to a teacher successfully attending the refresher course by way of promotion or sanction of an advance increment and mutual exchange between College and University teachers.

(iii) Lastly, before leaving the topic of teachers training, we wish to point out that great traditions have been built and notable contributions made in some foreign countries by the Associations of teachers. Science Masters' Association of Great Britain, the National Education Association of U. S. A., the Headmasters Association of the U. K. have all contributed handsomely to increasing the standards of teaching in those countries. We hope that such Teachers Associations here may take up the role of similar fraternal associations in those countries. This will bring about greater awareness among teachers towards their professional duties, will keep up their reading habits and their experience could be put to greater use.

CHAPTER VIII

INSPECTION AND SUPERVISING OF EDUCATION

58. (i) The Department of Education and its Inspectors have been assigned the work of inspection and supervision of High Schools and Intermediate Colleges. From the very beginning till, 1947, institutions in a group of Districts were placed in charge of an Inspector of Schools. With the reorganisation in secondary education as a result of the First Narendra Deva Committee Report, inspectorates were opened in every district in 1947. Prior to 1947, the Inspectors were either in the Indian Educational Service or the U. P. Educational Service, Class I. On the reorganisation of the secondary education in 1947, eight districts of the State were placed in charge of Inspectors of Class I of the U. P. E. S., and in the remaining Districts Inspectors of U. P. E. S., Class II, were posted. There has been a steady upgrading of these inspectorates and the total number of districts where Class I Inspectors are posted has now increased to 25.

(ii) There has been considerable increase in the work of the Inspector, as a result of increase in educational activities through greater provisions for education in the various plans. The number of schemes which call for increase in work in the office of the Inspector, has increased. Whether it is the calling of applications for the grants or passing of bills of the grants or checking of their utilisation or calling for other information, the Inspector comes in at every stage. Increase in the provision of various kinds of scholarships requires his counter-signatures on various bills, as also on sanctions of reimbursement of loss in income due to exemption of students from payment of certain fees. He is also the District Officer for the work of the Board and is required to distribute and allot forms of the private candidates, propose fixation of examination centres, meet the requirement of invigilators, etc. at the centres, inspect and supervise the examination centres, report on certain categories of cases of alleged copying at the examinations, besides sending his report on cases of recognition and other routine matters connected with the Board. He is also the controlling officer for the District Inspecting Staff — the Deputy Inspector and Sub-Deputy Inspectors — and is supposed to provide technical advice and assistance to them. With the growing emphasis on the spread of primary education, his work in this sphere has also increased. Thus there has been an alround increase in the activities expected of the Inspector. He is the Chairman of the District Committee for the conduct of Junior High School examination. The scheme of re-orientation of education is also under him. With the passing of the Intermediate Education Amendment Act of 1958, his responsibilities

have increased further and grown in complexity. He is required to interpret rules, regulations and provisions of the Educational Code. With all this work that he has to carry out, it has already become almost impossible for him to effectively provide technical assistance to the institutions and teachers. He has very little time for the minimum of inspections and even if these inspections are carried out it is difficult for him to find time to do the job efficiently and subsequently to write a useful inspections report and follow it up effectively.

(iii) The result of increase of these varied activities of the Inspector has naturally made the work of "Inspection" suffer. It has been seriously contended in certain quarters that the work of "Inspection" has ceased to be a part of the duties of the present Inspector of Schools. The result is that most of the schools remain uninspected for a considerable number of years and even when inspection have been carried out, the inspection reports are not made available in time and the qualities of these reports also show that enough time was not available for inspection of the school or even writing of the report. There is an evidence of most of the work being done perfunctorily. We realised that with increased public funds available for education (and this sudden increase is bound to continue for a number of decades), the Inspector as an agent of the Government will have to set apart a considerable part of his time for the scrutiny, audit, control and check of these accounts. This will naturally keep him very busy. It is, therefore, clear that devising of a proper and effective machinery for inspection and supervision of the institutions calls for serious thinking. It cannot be assumed that the Inspector is not a necessity, and that even if the Inspector is necessary, he may not inspect institutions. An effective system will have to be devised by which an Inspector is made free to go to the schools for his professional work which primarily should be inspection, and not allowed to be tied down permanently to his desk in his office.

5. *Work of the Inspector*—(i) The work of the Inspector should really be to provide guidance on the one hand to the management running the institutions and on the other to the principal and the teachers working there. At the same time, he is also required to be a watch dog for the public funds and has to see that the institutions keep their accounts and conduct their business in a satisfactory manner. Besides this, "inspection" in a narrow sense in which the word was understood has been currently given a new dimension. No longer is a satisfactory inspection understood to mean, as in decades gone by, an annual visit of the Inspector to the schools in his inspectorate for a short time. Frequently in this limited time, he was able to satisfy himself that the school was actually in session, examine school registers, and listen to a part of a lesson or ask the pupils a few questions to determine whether the school was being satisfactorily kept. It was also to be hoped that the

time would be available to the Inspector for issue of advice to a teacher or a principal or discuss the working of the institution with the manager or members of the managing committee. As an official of the Government, the Inspector's primary task was understood to be to see that the prescribed courses and instructions were being followed and provisions of the Educational Code observed. Thus the duties of the Inspector in the decades gone by were clear cut, but they allowed little opportunity for much concrete assistance to the teachers. Many are the stories told of the visit of the Inspector to the school in those days when it was generally preceded by unusual preparations to keep every thing neat and clean so that it might impress the Inspector. There was hustle, stir and fear around as the Inspector went round to see where defects lurked or where praise was to be bestowed. While increasing Government grants are available to run education it is necessary that the Government, and ultimately the legislature, which makes the grant, must satisfy itself, through Government machinery, that the institutions to which these grants are made are properly kept and money given to them is utilised. Yet mere auditing of the accounts to ensure that they are properly kept can no longer remain the only important concern of the Inspector. The work of the Inspector as we have stated above must consist in helping schools, its management, heads and teachers to uncover their weaknesses and then to remove them. It should also concern itself with the quality of education and the Inspector must through offering assistance provide leadership in education rather than make an assessment of the institution only.

(ii) We, therefore, feel that the present vacuum in which there is practically no effective inspection or supervision of institutions requires filling up. To expect that the Inspectorates as they are at present constituted would be able to discharge those functions and duties in the present conditions of their office, is to run away from the realities of the situation. We have no hesitation in saying that an Inspector at present, however, efficient and well-intentioned, is not able to find time for inspection and supervision of institutions in the manner that we have envisaged. Considerable changes and improvements, and strengthening of the office and perhaps orientation in outlook and attitudes would be necessary to achieve the objects that we have set out. Adequate additional assistance will have to be given to the Inspector to carry out most of the routine work. He will have to be given technical assistance in the shape of an expert in auditing and accounting, etc., who could either go with the Inspector or alone by himself to audit and check accounts in the institutions. He will need a full time Deputy to help him in the administration of his office and certain financial powers will also have to be delegated and apportioned to such an officer. Besides this adequate office assistance will also be required to be added to his staff. There has been an increase in the allotment made to education from Rs.4.16 crores in 1947-48, when these District Inspectorates

were created to Rs.43.46 crores in 1965-66 and a realistic view will have to be taken of the effect of this increase on the work it has created for the Inspector. The District Inspectorates will require considerable recognition and the Inspectors will have to be provided sufficient free time which they should be required to devote to real inspection and supervision of education. We suggest that additional Inspectors be provided in every district where the total number of recognised secondary institutions exceeds 40. The Additional Inspector shall function under the over all supervision and control of the District Inspector of Schools.

(iii) *Leadership in Education*—What is really required is the creation of a strong professional leadership in education — which is the true function of Inspectors. This educational leadership, as we have stated, is practically non-existent today and there is a complete vacuum in that direction. The result is that as far as quality of the teachers' work is concerned, there is no professional guidance available to keep a watch on it. This is a very serious drawback and may have still more serious repercussions. No educationally advanced country in the world so far as we know has this picture of educational inspection or supervision or administration which seems to have come to stay. Professional efficiency and capabilities of Her Majesty's Inspectors in the U. K. are very well known. They have for years exercised leadership in the field of secondary education and have helped to provide valuable guidance to the schools and the teachers. They are also a powerful instrument in raising and maintaining high standards of education in that country. In France, Germany and Japan, where control and supervision of education by the State is much greater than in the U. K., the supervisors and inspectors of education have played even a greater role in various education matters concerning school education. Russia and America have also set very high standards for their educational administrators who are known as "supervisors" in America and "educational workers" in Russia. In short, in all these countries Inspectors and educational administrators have been powerful instruments and have exercised their influence in guiding inspecting and supervising education at school level of which they still remain the custodians.

(iv) There is another aspect of the Inspector drifting gradually away from the work of guidance and real supervision. With increasing emphasis on speed with which he should dispose of work at his table and in his office, he has come to regard it as his main work to which more and more of his time and attention should be devoted to. He has with equal pace drifted away from educational and academic matters under his purview. There are not many Inspectors today who know with certainty even some of the important changes made in the courses and curriculum of the High School and Intermediate classes, or the attempts made to reform various question papers at the Board's examinations. The Inspectors, therefore, remain aloof to that extent from

the teacher, from the class and from the school. It is not our purpose to try to point out where the fault really lies. What we would like to impress is that this drift, this aloofness, is unfortunate as it has created a very wide gap between the agencies whose job it is to see that qualitative improvement is brought about in education and the Inspectors who if they cannot carry those experiments to the schools can at least judge their impact and send their suggestions after careful study and examination. This would promote valuable exchange of ideas from the educational point of view. Every experiment, every piece of research every step for an improvement in education, however, valuable it may be, needs a certain amount of sympathetic treatment — a proper type of climate perhaps even a little indulgence — to be effective or to have a fair share of trial. This is the task where the Inspector has to play his part, and this is possible only if he gives time to it, is himself interested in it and tries to understand it. He should be made to feel where he has to devote most of his time. Researches and experiments, workshops and seminars that are being conducted by the Training Colleges, or by their Extension Service Departments, the changes that are being effected by the Intermediate Board in regard to reform in examination or improvement in curriculum cannot have the desired effect if the inspectorates remain aloof and unconcerned. This would mean poor co-ordination of the efforts put in by the various agencies mentioned above. With rigidity of outlook and lack of free partnership between educational administrators and research workers, the stalemate is almost complete. We would, therefore, recommend that Inspectors be assigned their proper role of educational leadership. Not only should they be provided with adequate and competent assistance in their offices but there should be free and uninhibited contact and mobility between the training and research institutes and Inspectors.

TRAINING OF INSPECTORS

55. *Development of proper attitudes*—(i) In any country that emerges from the clutches of a foreign rule, the problem of adjustment of its bureaucratic machinery to the changed pattern is bound to be great. But it is greater in a country that by its free will and the will of the people chooses a democratic system of Government through elected Legislatures. Most of the angularities are smoothed by development of healthy traditions, but it takes time for the traditions to grow. While we consider that there is a need for the establishment of a strong and effective inspectorate which makes for technical and professional leadership in education, we must also understand the high esteem in which the public must be held. Non-official voluntary agencies have played a notable part in the development of education in the State and the country and their position and status is high and respectable. Inspectors on account of the very nature of their work are bound to come in frequent and

close contact with this section of the society. They cannot therefore, develop an attitude of aloofness or feeling of superiority in dealing with them. An essential part of an inspectors' training should be the development of proper relationship between such leaders of society and himself. Educational administration is assuming the role of developing social science and considerable emphasis, we expect, will be placed on the need for development of proper attitudes and relationships on the part of administrators *vis-a-vis* the public workers.

(ii) *Inservice Training of Inspectors and Educational Administrators*— We recommend that frequent inservice training courses be arranged for Inspectors, educational administrator and the Head of institutions. This could be arranged at the Institute of Education, the Central Pedagogical Institute or one of the Training Colleges, for the present. Later on opening of a separate institute for the purpose could also be considered. In Russia there is a Central Institute for inservice training of educational workers in every Union Republic (to explain what "educational worker" signifies, Raja Roy Singh in his report "Education in the Soviet Union" states — "The Minister of Education, Uzbekistan explaining the use of the term said that he was an educational worker, but not a teacher, though he was formerly a teacher of Physics before he became a Minister"). These institutes specialise in short-term courses for certain key categories of educational administrators and also guide the programme of inservice training at the City/Regional level. How great is the importance attached by Russia to such training programmes for its high category "educational workers" would be evinced by the fact that the Central Institute for the Training of Educational Workers at Moscow founded in 1927, was one of the first inservice training institutions to be started in that country. Regular short-term courses are arranged there and taken among others by Ministers of autocratic Republic within a Union Republic, the Chairman of district education boards and regional boards, inspectors of schools, directors of the regional training institutes and officers of the Republic Ministry of education. Since much qualitative improvement in school education has been brought about in Russia through these and other methods, it would be worthwhile to reproduce the contents of the programme that is arranged for the training of educational workers at the Central Institute at Moscow, as stated by Raja Roy Singh—

"The content of the programme is designed to make the educational workers familiar with the developments in all school subjects and not only those related to their individual speciality. All educational workers in training take courses in the principles and philosophy of Communism, the basic issues in pedagogy (polytechnical education, youth organisations, etc.) and modern developments in science. Inspectors of schools are given a series

of lectures on methods of inspection, on inspector's role in improving methodological practices in schools, evaluation of teaching effectiveness, planning school work, labour legislation, etc. In addition, there are special lectures on the methods of teaching specific school subjects. The workers in training visit schools and carry out practical work in teaching or organisation. Conferences are arranged when teachers and administrators exchange their experiences. The programmes for other categories of educational workers are similarly oriented to their sphere of work. For example, lectures are organised for the Chairman of District and Regional Education Boards on the processes of economic and educational planning, inspection of schools, organisation of inservice training for teachers, financing of education, kindergarten schools and the schools for workers and farmers. They also like courses in the methods of teaching school subjects, and visit different types of educational institutions.

The travelling and other expenses of the workers in training are borne by the Institute. They stay in a hostel during the course of training. On the conclusion of the course, the trainees prepare written reports, and the best of these reports are read out in a conference and are also published."

(iii) Great interest has been evinced in many countries recently in a thorough going programme for pre-training and inservice training of inspectors and supervisors. Canada where absence of any such institute was felt some years ago has started an institute now. *Flower* *Director of such an institute in Canada observed:

"One of the difficulties has been the relative absence of thorough-going programmes in Canadian Universities or provincial departments for the professional preparation of supervisors. Sometimes a man has had to start out with little more specific guidance in his new responsibilities than a brief case and a copy of the school law, although in recent years several provinces have posted new superintendents for a preliminary period of instructions under an experienced man in the field. All too frequently shortage of personnel has seriously curtailed the length of this understudy period."

To fulfil this long felt need he explained the necessity for establishing a wealthy foundation for the creation of educational leadership in his country in the following words:*

"Currently, however, there is a noticeable stirring of interest in Canada in the further development of advanced instructional

*"Canadian Education Today" Mac Graw Hills, Page 63.

***Ibid*, page 63.

programmes with special emphasis on supervision and administration. Witness the present five-year Canada-wide Project in Educational leadership which is being conducted by the Canadian Educational Association, with financial assistance from the W. K. Kellogg Foundation and support from all the provinces. This project, in reality, is an experiment in education for administration and supervision. It has sought ways whereby the hard-won knowledge and practical experience gained by some inspectors in some area could be made available to the many inspectors in many areas and all provinces. It has provided a means whereby inspectors from widely separated parts of the country could co-operatively study possible answers to common problem for which no ready solution has yet been found.

About one-third of Canada's inspectors, to date, have taken active part in the project. One of the chief activities has been a series of two-week and three-week inter-provincial seminars or short courses, notably in conjunction with the University of Alberta and and I University Level. These seminars have deliberately avoided a formal lecture assignment-examination routine; the essence of each has been systematic exchange of thinking by members themselves on problems which each has isolated in advance as of concern to him in his own jurisdiction. Numerous consultants are provided from Universities, from provincial departments of education, indeed from wherever appropriate experience and excellence can be found. Such seminars are expensive in view of the numbers of consultants and the long distances which members must travel; but participants and their employees have regarded them of such practical value that the provincial departments of education or others concerned have expanded and extended them, at their own expense, beyond the limits originally projected with foundation assistance.

These inter-provincial activities of the leadership project have stimulated many developments within provinces and inspectorates as well as a surge of interest on the part of Universities in preparing men and women for supervision and administration and in affording them continuing opportunities for professional education on-the-job"

Explaining the effect of this project he highlighted the necessity of training of the Inspectors and Supervisors:

"Yet it seems clear that the project has evidenced clearly an increasingly widespread recognition of the significance of the position of the inspector, necessitating both well-founded preparation and continuous inservice education for that position. It has also demonstrated the soundness of a co-operative Canada-wide approach, and an eminent need for the continuance of inter-change

and collation of experience and theory in educational administration and supervision in Canada"

(iv) We have quoted a little in detail from the practices followed in Russia and Canada to impress the need of proper inservice program for the Inspectors as we find that this matter requires a greater urgency and priority than has been shown so far. The Inspectors must play a pivotal role in the development of education and assume proper educational leadership. We would here like to emphasise the need of proper pre-service training for the Inspector also. We feel that every Inspector, particularly those recruited through direct selection must be required to receive training as Principal of an Intermediate College for two years before they are posted as District Inspectors of Schools.

56. We have mentioned in Chapter IX the increasing importance of team work in the inspection and evaluation of schools. It would be helpful if some qualified and competent members of the Management of private schools are also associated with "Panel" or "team" of inspectors. With their day-to-day experience of running and administering schools they would be helpful as members of the team. We feel that if suitable persons of this category are forthcoming for the job, it would add greatly to the efficiency of "inspection".

57. *Conclusion*—There has been in recent years a tremendous increase in the work of the District Inspector of Schools with the result that they have to confine their activities to the management of their offices and see that the various papers keep on moving quickly. The work of inspection and supervision of schools has suffered in consequence. There is now practically no supervision of education in schools by a professionally competent inspector. There is, therefore, a strong need for creating and supporting the educational leadership of the inspector who should be made more mobile so as to be able to go round the schools for real inspection and supervision, providing guidance, help and suggestions for improvement to the teacher, principal and the management. The inspectorates, therefore, should be re-organised and strengthened by providing a competent accounts officer, and a Deputy who should assist the inspector in his office work. The Deputy should be given some of the financial powers to relieve the inspector of his routine work. Adequate number of office assistants should also be provided. An additional inspector for every 40 Secondary Schools should also be posted in the district. He should work under the control and supervision of the District Inspector of Schools. There should be a free and uninhibited partnership between the Inspector and research workers, those involved in the qualitative improvement of education. It is necessary as the impact of these researches or improvements could be secured only through sympathetic handling of the project by the field officer. This may induce the research worker to be more practical and

the inspector to take a more academic view of thing. Intensive inservice programme should be organised for the inspectors and other officers of the education department who among other things should be trained in the development of proper attitudes and relationships with the non-official and public workers whose position in society should be regarded very high. An institute for such a training may be established in the near future. Alternatively, for the time being, such courses may be started in the existing Training Institutions or Colleges. Every inspector may be required to attend the course once in five years. The directly recruited District Inspector of Schools should be required to serve as a Principal of the Intermediate College for at least two years before being posted as an Inspector. Increasing co-operation of the qualified members of the management should be sought in forming "panels" or "teams of inspectors".

CHAPTER IX

ACCREDITATION OF SCHOOLS

58. An important and effective development in the system of public education that has taken place in a few countries is the system of a Accreditation of Schools. The system had its origin in America where in addition to the State Entrance Examinations which were accepted by the Universities, a practice of accrediting schools by the Universities started towards the last quarter of the Nineteenth Century. The University of Michigan in 1872 established a plan for accrediting Secondary Schools. Next year in 1873, the Indian State Department of Public Instruction became the first department of education to develop an accrediting plan for its high schools, which was in addition to the ordinary high schools often referred to as "the peoples' colleges". The need for accreditation was felt to produce that "directive power" in society which translated into modern usage, would perhaps be termed "leadership". The idea was to have some schools which in terms of standards of teaching and general development of the pupil would be the very best of institutions which besides setting standards and goals for other schools, would also provide opportunity for developing the brighter children. The practice of accreditation of schools was also taken over by the private "Associations of Schools and Colleges" by the beginning of the century and by now there are about four Regional Associations which have pooled their resources to build up accreditation standards referred to as "evaluative criteria for secondary schools" which are being generally followed in America.

59. The problem which all countries striving for developing a school system for all of its children must face at one time or the other is in regard to the provision it should make for the schools which would guard the standards and set the pace. It is particularly necessary for the sound and balanced development of a society and a nation, because spreading of a school system for the masses is in itself a great and overwhelming problem which continues for decades and in this "brick and mortar stage" so much of time, energy and resources are required, that the problem of maintaining or raising of standard is likely to be ignored for a long time. To guard against this danger of deteriorating standard of these pace-setting -- "accredited" schools were opened in America in the last quarter of the nineteenth century and they have held their own entrance examinations and recruited their freshmen classes from a small number of preparatory schools. Graduation from such schools became tantamount to admission to many colleges.

60. A remarkable system of inspection and evaluation of schools has developed for accrediting them. The Regional Associations through co-ordination and pooling of their resources and experiences have developed evaluative criteria and have implemented them through an impressive and exhaustive system of self-evaluation and inspection. We shall come to it later.

61. We have already referred to the existence of low standards in our education. We have also pointed out that it is distressing and painful that this should have been the position when international standards are going up. We have indicated some steps in the report which we consider vital for holding the downward trend and for consolidating our position. We consider as extension of our proposals a scheme for opening certain institutions — the institutions which may be “pace-setting” or may be “the peaks of excellence” through building up a system of accreditation of schools. As regards the need for these types of institutions Dr. D. S. Kothari* has observed in connection with the raising of standard of Science teaching :

“We are concerned with a vast population of students, our resources are meagre. Our teachers are very few in number and only a small proportion of them are competent. But it is important that we make a good start, however, modest it may be, in time it will gather its own momentum and the stream will enlarge into a reasonable dimension. In order to make such a start, it is necessary that some schools in the country, carefully selected, should be allowed the freedom to experiment with this new way of learning Science that is, by doing it. This is a point with which educational Secretaries and educational administrators are very much concerned. The directors of summer institutes and others have also made the same suggestion of releasing a small number of selected schools from the rigidity of the present system of examination. These schools could be affiliated to the Central Board, under the Ministry of Education. After a few years more schools would come under this programme and at some stage, there is bound to be a transformation in the entire syllabus and the examinations system.”

“Such a beginning is important because we cannot tackle the problem in its entirety. The only way to tackle it is to reduce it to bits and take it up part by part and the whole process will work in a sort of chain reaction.”

62. A scheme has already been in operation in the Third Five-Year Plan for strengthening and improving certain selected schools by providing them with liberal grants. An *ad hoc* scheme to continue this programme has also been included in the Fourth Plan with a proposed outlay of Rs.24.32 lakhs. It is hoped that such institutions as received

*“Improved Science Teaching in Schools”, N.C.E.R.T. December, 1963, page 133.

the grant would set the pace for other institutions and would build up a sound system of teaching. It is felt that after a particular school has been selected to serve as a model for others, it should have some freedom of action and initiative and should not be bound down to the pattern of courses and examinations as are required in general schools. The scales of pay of the teachers, the rate of fees and the pattern of grants will also have to differ as also restrictions regarding procedure for appointment of staff, etc. We have already recommended categorising of institutions and conceding of more freedom in internal administration and control for a certain category of Institutions. This proposal, however, is a further extension of that idea in the sense that freedom would be available to the institution for experimentation with teaching, courses, books and if necessary even with the examinations.

63. *Examinations in the Accredited Schools*—(i) We can foresee some objections that may be raised against our proposal for the need of freeing such institutions from general examinations of the Board. It is felt necessary for the simple reason that if it were not so the freedom in teaching, etc. that we want to provide them would be taken away and it would become meaningless if they are required to show results measurable in terms of a general public examination, as the entire approach and system will become examination oriented. We may refer here to the problems that even these revised school courses in America, which we have mentioned earlier, had to face in this regard. To quote from Arthur Campbell, Director of the CHEM study programme:

“There is a national examination called the College Board Examination in Chemistry, which has to be passed by the University-bound student. Our approach was, ‘Forget about examinations’. The students did not take that examination.”

Another examination was arranged for their students which was accepted by the Universities. Giving reasons for a separate examination, A. Campbell explained:

“Now, why was a new examination needed? It was needed for two reasons. First, the established examination asks many questions which are not covered by the new materials. Secondly, our materials cover many ideas that are not covered in the usual examinations. Therefore, it is unfair to students to take an examination for which the course is not designed. Therefore, it is very essential to change the examination system, if one wishes to experiment, especially since our emphasis is on laboratory rather than on just proof and on the use of the concept rather than the descriptive.”

(ii) While we are convinced of the need for a separate examinations for such schools, on practical considerations, we recommend, that a separate public examination known as the High School (Accredited Schools)

aminations, may be conducted for such schools by the body conducting the High School Examination — after the Class X stage. A separate examination at the Intermediate stage is not recommended for these schools. Thus such schools would be "Accredited" up to the High School stage only. In the next Chapter, we have recommended for a higher level examination at the Intermediate stage also for certain special schools. If the experiment of the Accredited schools succeeded there is a demand for a higher-level examination at the Intermediate stage also, some of these Accredited schools may be allowed to send candidates for the higher examination at the Intermediate level also. This position however will require a re-examination after a few years of working of this scheme.

64. A strong machinery will have to be created which would evaluate and inspect the schools desiring accreditation. It is obvious that it will be a system very much different from the 'Panel Inspections' of Intermediate Colleges. We commend the system that is in vogue in America in this regard. There is a co-operative type of evaluation with which professional inspectors like educational supervisors, Heads of schools and sometime even those connected with the school management are associated. They are represented on the team that visits the institution requiring accreditation. An important development is the evolving of an "evaluative criteria" for schools. This has been done by various voluntary accrediting associations which through discussions, conferences, collective data and research have defined certain criteria and standards for good schools. The school applying for accreditation was required to be visited by an Evaluation team, nominated by the Accrediting Association. If the school conformed to their standards it was given 'accreditation' which signified to the public that the institution concerned was of a recognised high standard.

"Evaluative criteria which is divided into separate sections dealing with every aspect of a secondary school, has been revised twice (in 1940 and 1950) since its first publication, and its third revision is just being completed. It represents the considered consensus of all types of specialist, professional and enlightened lay opinions, 'a mobilisation of best ideas, practices and experiences in secondary education'. Evaluative criteria lays down three integrated stages for a complete inspection and evaluation of a secondary school which it recommends should be undertaken by every good institution every five years".* It has been explained further that it was not necessary to undertake evaluation only for accreditation but even for "an internal examination of conscience and stock-taking with a view to self-improvement."

*Indian Education, Vol. I, No. 1, January 1961, page 20.

PROCESS OF EVALUATION

65. Self Evaluation—The first stage of the evaluation scheme, fairly important is the self-evaluation of a school by its own staff, with an occasional assistance from parents and outside experts. Six weeks is considered the minimum period and three to four months the maximum to evaluate a school in accordance with the criteria. The criteria consist of comprehensive and detailed check-lists, questionnaires etc. contained in "Evaluative Criteria", the more study and answering of which enables the staff to be aware both of its strength and shortcomings and weaknesses. This period of self-evaluation constitutes a period of **broader thinking and self-examination**. If it is carried out **objectively, honestly and conscientiously** such a self-evaluation produces excellent results. It provides the school authorities with a better understanding of the inner life and working of the school, and helps them to become more accurately aware of its real strength and weaknesses, which have perhaps escaped them in the day-to-day routine. Moreover the self-examination and team work that the evaluation entails promotes an improved quality of co-operation among the staff and stimulates the individual members to better work in the future.

66. The Voyage of Discovery—After this self-evaluation, an evaluation team carries out a detailed inspection of the school. The results of the internal evaluation are available to it, and its function is to check the self-evaluation of the staff. This Committee which is generally made of Superintendents, Heads and senior teachers from neighbouring schools and local districts with experts from the State Department of Education or University Colleges, of education acting as consultants visits the school for three days to a week. The idea of the visit of the Committee is not to pick holes in the self-evaluation of the school authorities or to expose weaknesses and defects. It goes on a consultative, co-operative, fact-finding mission the objective of which is to underline, fill out, confirm and strengthen the self-evaluation of the staff. That is why this visit has been aptly described as the 'Voyage of Discovery' and its function is not 'policing' but 'service'. At the conclusion of the visit the Chairman of the Visiting Committee, meets the Head and staff **individually and in groups** and gives them a brief oral report of the main findings and conclusions of the Committee. These findings are fully and frankly discussed so that misconceptions can be cleared up and errors of judgment corrected. The report which is then prepared is generally divided into sections which deal with the different aspects of education and subject-matter fields and each section is usually divided into parts. Part one consists of 'commendations' under which the committee points out the strong points of the school programme in the particular field, and part two of 'recommendations' in which the committee points out weaknesses and deficiencies and makes constructive workable suggestions for their mitigation or elimination.

67. As to the effect on the school of such evaluation, a supervisor who worked as a member of the team, after describing the procedure, has the following to say*—

"From the brief outline given above it will be clear how comprehensive and how thorough is the scheme of evaluation that has been suggested by the Committee of the Co-operative Study of Secondary School standards; and, it has been actually carried out in over 2,700 Secondary Schools during the past twenty-five years all over the U. S. A. follow-up studies of the over all effect in these schools of the new and stimulating process of evaluation provides a striking confirmation of its effectiveness and ample justification for the time, trouble and energy expended on it by the school staff and by the Visiting Committee of experts. A very recent follow-up study revealed that while 55 per cent of the staff of the evaluated schools were antagonistic, lukewarm or sceptical before the evaluation, the percentage of such "doubting Thomases" was reduced to 18 per cent after the evaluation, while the percentage of teachers who were favourable or enthusiastic was increased from 5 per cent before the evaluation to 73 per cent after the evaluation. A closer examination of the reasons for this significant change in teachers' attitudes was their realisation that this new type of inspection and evaluation was not negative, frustrating and fault-finding, but resulted in positive changes in themselves, in the administration, in the pupils, and in the school. The most noticeable of the positive results among the staff was a development of self-challenging attitudes in individual teachers, and the growth of a greater spirit of co-operation among the staff as a whole, among staff and pupil, and staff and management which augured well for the future welfare and progress of the evaluated school. Tangible deficiencies such as poor libraries, lack of suitable guidance programmes, shortage of physical training apparatus, etc. were also spotlighted and steps taken by the administration to remedy them.

"Certain precautions, however, have to be taken in carrying out the entire process of evaluation if it is to yield its full benefit. For a start, the school administration and staff must really want the evaluation; very little will be achieved if it is thrust upon them by some outside authority. Secondly, enough time and care must be given by the Head and School staff to the self-evaluation which, being the most important part of the whole scheme should be as complete, thorough and sincere as it is humanly possible to make it. Thirdly, the members of the visiting Committee should, individually and as a group, form a team capable, unprejudiced,

*Austines A. D. Souza "Inspection and Evaluation in the U.S.A.", Indian Education, Vol. 1, No. 1, page 22-23.

experienced, observers who must be able to establish the right type of rapport with the school staff, and to spend sufficient time in the school, conferring with the teachers and visiting them in the class-rooms, to be able to form a reasonably sound opinion on the nature and quality of the various aspects of the school's life and work. And, finally, the school administration and staff must take appropriate steps to consolidate their strong points, and eliminate or mitigate their weaknesses so that when the next evaluation takes place after five years the school will be found to be considerably better than it was five years previously."

68. We recommend that work on evolving evaluation criteria for schools should be started as a joint endeavour of the teachers from the Training Colleges, Universities, Inspectors and Principals. This should be backed up by appointment of Accreditation Visiting Committees by the Board consisting of officials and non-officials. It is expected that the procedure for self-evaluation shall be developed on the lines suggested above. The report of the Accreditation Committee shall be examined by the Board. An institution "accredited" shall be on such a list for a period of five years only after which its fitness to continue for a further period of five years as an "Accredited" school shall be examined afresh by the Accreditation Committee.

CHAPTER X

PEAKS OF EXCELLENCE (EDUCATION OF THE GIFTED)

69. Here we are particularly concerned with the quality, training and educational opportunities of a group of boys and girls who through their high ability are expected to man the posts required for the planning and running of industries, and research laboratories that we propose to build, and concerning and executing engineering projects that we propose to carry on. In the Chapter on the "Long-Term Economic Development", of the "Third Five Year Plan" published by the Planning Commission, the policy of planning has been made clear in the following words—

"On account of various factors to which attention has been drawn above, it is imperative that over the next three plan periods all the possibilities of economic growth should be fully and efficiently mobilised. *For this purpose it is essential to proceed on the basis of a broad strategy of economic development which will ensure that the economy expands rapidly and becomes self-reliant and self-generating within the shortest possible period.* The strategy visualised for the Third and later Plans emphasises specially the inter-economic and social development, of national and regional development and of mobilisation of domestic and external resources. It also places great stress on measures for scientific and technological advance and for raising the general level of productivity, as well as on policies relating to population, employment and social change."

For bringing about "self-reliant and self-generating" economy, it has been stated thus—

"However, until recently, the industrial section had a narrow base with little development of basic and heavy industries. In view of the small size of the capital and intermediate goods industry, special emphasis has to be placed on industries such as steel, coal, oil, electric power, machine building and chemicals. There must grow speedily if the requirements of further industrialisation are to be met in adequate measure from the country's own resources. *In other words development of these industries is an essential condition of self-reliant and self-sustained growth.*

70. With this strategy of planning it is obvious that there is a very great emphasis on the establishment and development of industries. We will naturally then require the best trained, the most talented and the best available personnel for the highest skilled work in Science,

technology, industry, and administration to work as engineers, directors, executives and administrators as physicists, chemists and mathematicians, and as planners and economists. If we do not have the topmost persons for these jobs and do not fully exploit the talent from the maximum of the population it would mean that some of the highly skilled types of work in the country would be performed by persons who are less intelligent or have insufficient intelligence, or have less capacity for the proper application of the required intelligence and the work will not be done properly. Shall we, therefore, do anything special for the education of the bright and the talented or leave him to the schools as they are? Shall we provide him with some scholarship and if he manages to continue his studies, and show his superiority of intellect to the various public recruiting agencies find the employment for which he is qualified? If this is not enough and we want some bright and excellent boys and girls to build for themselves proper and sound foundation through education and then compete with the rest for higher jobs, what specifically should we do for their education? These are some of the questions we shall try to answer in this Chapter.

71. There is no doubt that with the strategy of Planning which we have referred to above, our society would require a large number of intelligent men and women in the vast national effort for a "self-reliant and self-generating" economy. It is the role of education not only to see that all the ranks of the occupational structure are catered for, and proper efforts made for selection and training to these ranks but to ensure that education has been adequate in content and quality considering the job-requirements. The point with which we are concerned at the moment is that those who will fill the upper ranks, should ultimately go to undertake work requiring relatively high intelligence—the topmost jobs going to the highest intelligent group which should through its education be equal to the highest intelligent group in any other country. In other words the nation has cast a duty on those concerned with education to see that adequate and proper education is provided to produce men and women of calibre and capacity who should hold their own in their profession and field of specialisation. It is the quality of these top men that will support, lead and guide the future development and, therefore, it is their training and education that must receive our special consideration.

72. We have referred to the standards that obtain in our average schools, the method in which these schools are run—ill-equipped, ill-staffed, over-crowded class-rooms, etc. They cannot certainly be the type of institution on which to depend for the education of the talented students, who are being smothered there by the many and held back at every stage. A suggestion which may find favour is the segregation of the specially talented and gifted boys and girls into a few special schools set up for them only, where the students are admitted strictly on

merit determined through an objective type of examination. Every student admitted should be given a scholarship and the entire cost of his education in these schools which necessarily will be of the residential type must be met by Government. The students can be admitted through a one-day State-wide selection examination held in the month of April. Only those students who are reading in Class VIII would be eligible for this examination. Their scripts could be examined with the help of an electronic computer and result declared in the course of a few days. It is hoped that through proper organisation of the school, right type of training would be provided to the boys and girls reading in those schools who may later go in for specialisation and into professions for which they may be best suited.

73. *Curriculum and Examinations*—(i) These special schools should be given little freedom in the matter of curriculum and examinations. After discussing the question at length the Committee was convinced that if the education of the gifted and the talented boys and girls has to be planned with earnestness, a higher level of courses will have to be taught to them. It will be a waste of time and misuse of talent and energy if they were required to appear at the same examination which is meant for all students in that age-group. Such an examination which is meant for all the students in an age-group, by the very nature of it, must be planned for the average group and will be unsuitable for the types of students that we are discussing here. It would be obvious, therefore, that there should be a separate examination for the gifted students reading in the special schools that we propose. There is, however, another aspect of the matter also. The Intermediate Examination is also treated as an admission examination for the Universities in the sense that it is the minimum prescribed qualification for entrance into the Universities and institutions of higher learning. Any examination that we plan at this level must therefore be acceptable to the Universities. No doubt has been expressed that an examination conducted by an individual school or a group of schools may not have that universal recognition as is accorded to the Intermediate Examination of the Board. There is some weight in this argument. We, therefore, propose that the examination for such schools, at the Intermediate level, must be conducted by the Board, and should be a public examination. It will, however, be a different examination from the present Intermediate Examination, in the sense that it will be of a higher standard. This examination may be called the Intermediate-Advanced Level-Examination. It must cover, as a core, the course prescribed for the Intermediate examination, and then include special and higher topics in each subject. The courses and examinations must be so planned as to provide challenges for these students and must leave sufficient room for creative thinking and free expression of individuality. Oral and practical examinations should be planned with the object to give likewise results.

(ii) The problem of a special examination at the High School stage is not so difficult as the one at the Intermediate level, for the students passing the High School examination are admitted for the Intermediate course which is within the purview of the Board. We therefore recommend that the High School (Accredited Schools) Examination to which we have already suggested in the previous Chapter, could be arranged for these special schools also.

(iii) Even within the frame-work of a public examination, it is possible to provide a certain degree of flexibility in regard to the Curriculum. This should, in our opinion, be ensured in these schools.

74. In examining the merits of the proposal several objections could be raised. The first is about the cost to the exchequer which in terms of cost per student would be very much higher than the average. Second objection could be that segregation of this type may not provide enough motivation for further and concentrated study on the part of a student after he joins such a school. Thirdly, there may be drop-outs after say, Intermediate level, and the students may not like to pursue their studies further. Connected with the first objection there could be another one about the advisability of the State supporting such a costly special education for a few persons only. Yet another objection could be that such a segregation may create a class of students who may regard themselves as intellectual aristocrats and start a form of a caste in society.

75. While there is no doubt that such a proposal would be costlier than starting an ordinary school, in principle that alone could not be a decisive argument for rejecting it. In terms of expenditure per pupil the institutions are costlier to the exchequer than the private non-Government Schools. Besides a special type of education is bound to cost more but in any case the cost will not be prohibitive. Besides all this, we will be spending more on these boys and girls who deserve a better type of education and for whom the needs of the society are greater. We cannot hold back the bright and the talented merely because they are above average and because we have to cater only for the average. As mentioned earlier, there is a need for special training of this class of students and the nation must own the responsibility for efficiently educating this section of society. On grounds of discrimination alone there is no case against the proposal. On the other hand, there is a very strong case for adequate State support for special provision for such types of students who have so far been ignored. Selection is to be strictly on merit and as long as that principle holds good there is no moral, legal or ethical reason that could go against this proposal, rather these considerations will only lend support to it.

76. A view is that there may not be sufficient motivation for a student who once selected for such a school feels sure of getting into a

reasonably high job. We feel that while it is natural that prestige would be attached to these schools, merely having studied in such a school shall not provide anyone with any advantage in as much as competitive examinations for admission into higher professional colleges or for the jobs through the Public Service Commission will have to be undertaken by these boys and girls along with others and they will have to show their merit at these examinations to secure a job. They will, no doubt, be favourably placed in comparison with the rest of the candidates on account of a sounder background of education but that is what is desired and planned and not a mere accident. Thus if a boy becomes complacent on securing admission to such schools, he is not likely to make the grade in future competitions which he will have to face. Therefore, any fear that there will not be sufficient motivation for students after securing admission in such schools, is not based on sound reasoning.

77. Another shortcoming that could be cited is in regard to the formation of superior – class complex in these students. It is not understood how this can be removed and whether it is a defect at all. As far as we are aware no country in the world has been able to solve this problem (or has considered it to be a problem at all). Whether it is Oxford or Cambridge in the U. K. or Harvard or Princeton or California in the U. S. A. or Moscow, Leningrad and Kiev in the Soviet Russia, a good deal of prestige is attached to these Universities in these countries. Besides there are institutes of higher learning – the Colleges of Advanced Technology in U. K., Institutes like the Carnegie and Massachussets in America or the Institute of the Academy of Sciences of the U. S. S. R. which are aptly described as “Super-Universities”. In India we all know that a certain amount of prestige is attached to the residential Universities and we even now have the Institutes of Technology – the Regional Colleges and the like as the “Super-Universities”. As long as this super-structure – the institutes of higher education – remains, a few selective secondary schools, purely for the meritorious students, are not going to unfavourably disturb the balance of society. As a matter of fact this trend of selection and specialised higher institutes only support the movement for the establishment of a few quality schools at the secondary level also for the bright and the meritorious.

78. A view that students admitted to such institutions purely on meritorious considerations and for “bleeding them” may be able to secure employment and settle down in pettier jobs than they are intended for is worth detailed consideration. More or less similar practice of segregating the talented students exists in U. K. where as a result of national selection at the age of 11 or 12 years, students are assigned to the Grammar, Technical or a Modern Secondary School – the most meritorious of them going to the Grammar School and those in the second rank to the Technical Schools. Thus the best of the boys, irrespective of the economic status of their parents go to the Grammar Schools

which are intended to cater for the highest talented group of boys and girls who would be expected to man the higher skilled jobs. It was, however, felt that though best of the boys are being put in the Grammar Schools and are being educated better than the rest, there is an early fall-out after completion of the Compulsory School Age of 15 years and the students soon get out of the educational ladder and settle into certain jobs. A Committee on "Early Leaving" and the "Crother Report" made a detailed study of this problem and some of the results are very significant and as they are based on sociological trends in a society getting rapidly industrialised, they may have a very wide range of applicability to our conditions. Before we analyse those findings it may be relevant to point out that besides education being compulsory up to the age of 14, it is also 'free' in the real meaning of the word. Distribution of pupils of 14 years of age for the whole of England and Wales for 1958 between different categories of Schools was :

*TABLE No. 4

Type of Schools	Percent. of total age-group of boys and girls at age 14 in 1958 in various types of schools in England and Wales
Grammar Schools	16.9
Technical	3.9
Comprehensive	2.3
Secondary Modern	64.9
	88.0
Total percentage in all Schools (including remaining Schools) 98.2	

*Figures of other categories of Schools are omitted. Three years after the compulsory age-limit, i.e., in 1961 the figures of students of 14 year age-group in those institutions fell as below—

*TABLE No. 5

Percentage of total age-group of boys and girls in full time education at age 17 in 1961

Type of Schools	1961 Year 17 per cent. age-group
Grammar	7.1
Technical	0.4
Comprehensive	0.4
Secondary Modern	0.3
	8.2
Total percent again all schools (including remaining Schools) 14.4	

The important fact that emerges is that 16.9 per cent of the pupils, chosen on grounds of ability for a prolonged selective education were in Grammar Schools in 1958 and three years after the age of compulsion this figure fell to 7.1 or only 46 per cent pupils remained in schools and

54 per cent of the abler group discontinued their studies. Even more revealing is the analysis of the "early leavers" in relation to the social and educational background of their parents, as determined by a sample survey of those beginning National Service between 1956 and 1958. Six ability groups were formed — Group I comprised top 10 per cent, Group II the next 20 per cent and so on, until Group VI held the bottom 10 per cent. Group I was the most intelligent tenth of the school population and it was surprising to find that 42 per cent of them had left school at sixteen or under. Thus none of these potentially most valuable students who should have gone on to the University degree, did go for it. The social composition of these leavers showed that drop-outs were in increasing proportion to the social status of their parents.

The following reasons for early leaving have been given—

(i) Vocational and financial—particular jobs were available, the leaver wanted to be positively earning and fairly often money was short at home ;

(ii) Many wanted to be independent, or their friends were leaving or they left at what they reckoned to be the end of the normal course, thinking that G. C. E. O. level was all that they needed. A large number came from an environment where it was a rare thing to study on at school until seventeen or eighteen ;

(iii) Restraints of school life were irksome, or work at school too difficult.

The report concluded with a strong plea for maximum utilisation of talent :

"It is true, of course, that the country cannot afford to let so much talent go utilised at a time when industry demands greatly increased skill and knowledge, and specially in the face of the tremendous efforts being made by other countries to develop all these human resources".

It suggested raising of compulsory schooling age by one year—

"It is unlikely that this waste of talent can be remedied within a reasonable period without compulsion, because leaving at 15 is so deeply embedded in certain parts of the social structure".

79. These studies show that some wastage is bound to occur in opening selective education to the meritorious students drawn from all sections of society. Nevertheless, we cannot think of any procedure by which such selective education while being considered desirable for the talented students coming from middle class or richer class families can be denied to students of similar intelligent-group from poorer families. It in this process some wastage occurs, we will have to put up with it as

a necessity which every country attempting rapid industrialisation and plans for uplifting economic conditions of its people must face in the beginning. But the studies stated above have another lesson for us. They show how greatly concerned even the advanced nations of the world are for the maximum utilisation of the talents available and how hard they are trying to see that all the available talent is adequately and properly utilised. Even in Russia which as a country does not adhere to the notion of innate individual difference, special efforts have been made to provide better type of education and professional training to the meritorious, gifted and talented among its population. Higher education in Russia is highly selective. In an article contributed to UNESCO journal on the subject, Prokofiev, a Minister for Higher and Specialised Secondary Education says :

“The higher school trains intellectuals and the quality of its work depends on whether it is able to try the most talented students from the widest possible circle of people, regardless of their property and social status and race”.

The Universities of Moscow, Leningrad and Kiev hold admission tests which are administered in all the Union Republics so that the widest circle of students may be able to take them. Raja Roy Singh states :*

“We were informed that the Moscow University had 40 per cent of its students from the nationalities. Since these students are amongst those in the top-bracket of ability, who in due course would attain positions of leadership in various fields of life, their education in the Universities which command a national status would undoubtedly have a profound unifying influence in the country”.

Not only in the field of higher education but even in the field of secondary education, Russia has begun to realise the importance of special schools for the gifted students. We quote again from the report of Raja Roy Singh to amplify our statement :**

“Soviet educators do not believe that there is any contradiction in a system of uniform and unified curriculum and the provision for development of special talent. A uniform curriculum represents a body of knowledge and skills that is essential for an all-round development of a pupil's personality. A talented pupil needs it as much as the average pupil, but the talented pupil needs something more which has to be built upon the base of this essential body of knowledge.

**“Education in the Soviet Union” Ministry of Education, Government of India, 1962, page 162.

***Ibid* page 113.

In the Memorandum of 1958, Premier Khrushchev stated :

“The new system of public education must provide for particularly gifted children who at an early stage show an aptitude, for example, for mathematics, music or fine arts. There must be appropriate secondary schools for them as an exception, where they would get a secondary education essential to their further training along the same lines in higher educational institutions. This is necessary in order that our States may properly develop and utilise the talents born in the people”.

The ‘theses’ on education adopted in 1958 by the Central Committee of the Communist Party include the following policy directive :

“Schools and agencies of public education should devote more attention to the development of the abilities and inclinations of all children in the field of the arts, as well as in mathematics, physics, biology and other branches of science. The organisation in schools and higher institutions of learning of circles, studies and special lectures should be widely practised. Also societies of young mathematicians, physicists, chemists, naturalists, and technicians should be formed, and youthful talents should be sought out and carefully nurtured. Thought should be given to the questions of creating special schools for youth with unusual inclinations and abilities for mathematics, physics, chemistry and biology.”

80. There is, therefore, great concern to nurture the talent carefully and to see that pupils are properly educated. If it is a problem for advanced countries to find enough talent of the highest order it seems all the more necessary for a country like ours and it should be seen that we give sufficient thought to this problem. Considering the matter in all its aspects we recommend the opening of special selective schools for the best talented group in the State on the lines mentioned earlier. These schools would impart education in creativeness and original thinking. A different and distinct teaching methodology, a rich scope for experimentation and exploration, a well-equipped library and laboratory, and a band of teachers who are themselves “creative” and specially trained in art of teaching creative pupils will be needed in the new setting. The gifted ones represent the peaks of excellence, and, they are the ones who would enrich the nations’ life and their own.

We however wish to point out that in recommending selective schools for the talented children, we do not envisage the public schools, as they are known in our country, as models for these schools. We aim at developing not a social elite but an intellectual *elite* with traditions of humility, hardwork, patriotism and fellow feeling strongly inculcated in them. They should have intellectual roots in the country of their birth

and yet should shun nothing of the modern science and technology. They must have a properly developed sense of values and must represent a happy combination of what is good imbibing the best both from the traditions and the new. While we do not claim that our suggestions are absolutely fool-proof, we wonder if any such could possibly be made. There may be certain disadvantages or demerits in the proposal but under the circumstances it appears to be best suggestion to make.

CHAPTER XI

ORGANISATION OF THE BOARD

81. It is necessary to conceive an organizational set-up which may stand up to the pressures of developmental programmes in education and fulfil the tasks assigned to it, the task to build up skill and strength out of knowledge and to develop calibre and character in our youth. It has to be recognised that it is the most tangled educational issue (since it involves human relationships and touches man in the most sensitive spots of his social and religious susceptibilities. Several constitutional, legal and moral issues further complicate it. Therefore, it is essential to formulate the guidelines and goals which should condition our suggestions in this area of enquiry.

(i) The Committee has in mind an integrated school plan up to the Secondary stage before specialization in higher learning or in technology begin:

(ii) The process of education involves human relationships in a variety of forms and at numerous points of contact. It is basic to good education that the human relationships which enter as influences into the school matrix are conceived in their highest form. Any disturbance in human relationships is bound to upset, and even damage, the full impact of educational activity.

(iii) Educational organisation and administration should aim at maintaining the human relationships at their highest so that they generate dynamism and discipline in school life, in the learning experiences of pupils and the teaching experiences of teachers. Education is the sphere of national activity in which every-one co-operates and on which every effort converges.

82. (i) In Chapter III we have dealt with the manner and functioning of the Board as at present. It has also been shown what difficulties and deficiencies it has to face and what important functions that ought to have been performed by it could not be given the importance that they deserved. In suggesting reorganisation in the set-up of the Board we have naturally to conceive of a machinery that would do away with or minimise those short-comings. This question was discussed by the Committee at considerable length. Various alternative suggestions which came up for consideration for an ideal set-up of the Board were the following :

(a) The Board in its present form should be strengthened by the addition of more staff and office and office-accommodation and various processes should be modernised through introduction of

electronic computer. Along with this reorganisation some functional division could be made by creating independent bodies, such as like one body for curriculum and syllabus making and another for recognition and accreditation of schools etc.

(b) With one Central Board to co-ordinate, guide and prepare curriculum and syllabus, set examination papers and perform other allied functions, a few sub-boards (three or four in number) could be established to which could be transferred functions like the conduct of examination ; appointment of examiners, recognition of institutions and similar other matters.

(c) A few (three or four) independent and autonomous board may be formed to cater for the specified group of districts allotted to each on zonal basis.

(ii) The reasons in favour of the breaking up of the board and the adoption of any of the last two alternatives were mainly, that efficiency and speed would certainly improve as a result of the decentralisation and creation of smaller manageable units. It was felt that the machinery of the board had become too archaic to be able to satisfactorily cope with the growing number of examinees which would have to be handled in future years. It was felt that already some cracks and cleavages had developed in the machinery and that were likely to widen with the increasing pressure of work that the Board be required to face. Table no. 6 shows the estimated number of examinees that may be appearing at the board's examinations :

TABLE NO. 6

Expected number of candidates in the Board Examination up to 1980-81

Year							Number of candidates
1964-65	..	..	..	..	..	..	4.70 Lacs
1965-66	..	..	..	..	..	..	5.41 Lacs
1970-71	..	..	..	..	..	..	8.72 Lacs
1975-76	..	..	..	..	..	..	13.90 Lacs
1980-81	..	..	..	..	..	..	21.78 Lacs

Besides this increasing pressure of work which would make itself felt on the machinery of one board, several agencies are involved which are required to work efficiently and with speed to co-operate with the board to enable it to satisfactorily cope with the conduct of its examination. Difficulty in quickly reaching the Centre Superintendents in an emergency when the Centres are situated all over the State at places with or without adequate facility for transport and communication and the increasing demand that would be made at Allahabad

on the Railways and the Post Offices are some of the disadvantages if the present one-Board system were allowed to continue. These are some of the reasons which, in the opinion of some of the members, require that the Board constituted as at present, must split. It was also felt that one Board cannot continue to manage examination and other work for independent number of candidates and as such there should be a certain optimum number beyond which one body should split up or sub-divide into smaller Units.' It was also felt by those members who were in favour of accepting one of the last two alternatives for the splitting up of the Board that mechanisation and modernisation may not be a complete answer to the defects and deficiencies that exist in the working of the present Board. It was also felt that one Board is not likely to maintain necessary contacts with schools and their problems particularly when it has to cater for a very large number of examinees.

(iii) The majority of the members were of the opinion that the present Board should be split up in the manner suggested in the second alternative i.e., there should be one Central Board to be known as the State Board of Education whose functions should be policy making, co-ordination with the sub-board, setting of question papers etc. work regarding conduct of examination and recognition of Institutions—after norms for recognition have been fixed by the State Board should be entrusted to the Sub-Boards. The idea of Zonal Boards was given up as it was felt that several independent Zonal Boards would lead to many difficulties and that the problem of co-ordination of standards would be very great in such a proposition. Besides, different sets of books and curricula in different Regions or Zones in the State may put a section of the general public which has to move from place to place, to unnecessary hardship. *Member in favour of the proposal were, however, unanimous in their view that before setting up the Sub-Boards and breaking the Central Board, it should be ensured that adequate building and staff according to the norms laid down by the Committee were available. Only after this has been done, should the work be started according to the scheme proposed. Thus procurement of adequate land, construction of building and appointment of staff are the necessary pre-conditions to the implementation of this proposal.*

Salient points of the proposal

(i) *Administrative and fiscal autonomy*—The State Board should be made autonomous in its working, should have complete fiscal and administrative autonomy, and should not function as a department of the Government. It should have all the administrative and fiscal control over its sub-boards.

(ii) *Only one sub-board for the Intermediate Examination*—One sub-board should continue to hold the Intermediate Examination all

over the State. As it is a higher level examination recognised by the Universities etc. in the State and outside, it would save many inconveniences if this examination was conducted from one place by one machinery. Besides, it would be possible for one Board to cope satisfactorily with the conduct of the examination for the number of candidates that would appear in it. Owing to the special nature of this examination — namely being its universal acceptability for higher education, it is essential that only one body should continue to hold this examination.

(iii) Three sub-boards should be created for the High School Examination.

(iv) *Junior High School Examination*—The Junior High School Examination, as is held at present needs to be reorganised. There is no satisfactory arrangement for the proper storage and up-keep of the records of this examination in the offices of the Inspector of Schools. Besides, a district forms too small a unit for the satisfactory conduct of a public examination. It is, therefore, suggested that three sub-boards of the High School Examination, should also conduct the Junior High School Examination within their jurisdiction. They may be free to set question papers etc. also for this purpose. (A recommendation regarding one body for curriculum making at all stages of education has already been made and this body may also look after the curriculum at this stage.)

(v) *Location*—The sub-board for the Intermediate Examination as well as the State Board of Education may be located at Allahabad in the existing buildings of the present Board. Suitable modifications, additions and adjustment will, of course, be required. The financial aspect of this has been worked out and is given in sub-para (ix). The rest of the sub-boards should be established in cities which are also the headquarters of a Regional Deputy Director of Education (and preferably have a university also. The idea of a sub-board for the High School Examination at Allahabad is not favoured as this city has already been proposed as the headquarters for a sub-board for the Intermediate Examination. The committee tentatively suggests location of various Boards as follows :

- | | | |
|---|---|---------------------|
| (a) State Board of Education. | } | Allahabad. |
| (b) Sub-Board for the Intermediate Examination. | | |
| (c) Sub-Board for High School and Junior High School Examinations comprising the regions of Meerut, Bareilly and Naini Tal. | } | Meerut or Bareilly. |

(d) Sub-Board for High School and Junior High School Examinations comprising the regions of Allahabad, Agra and Lucknow. Lucknow or Agra.

(e) Sub-Board for High School and Junior High School Examinations comprising the regions of Varanasi and Gorakhpur. Varanasi or Gorakhpur.

(f) School Text Book and Curriculum Corporation. Allahabad or Lucknow.

(vi) *Constitution*—Details about the constitution of the State Board and the Sub-Boards have been given below. The constitution of the School Text Book and Curriculum Corporation will have to be made through a separate enactment as indicated in Chapter V. The important features of this are :

(a) The Director of Education has been retained as the Chairman of the Board as there are obvious advantages of an *ex-officio* Chairman.

(b) Representation has been given to the interests dealing with Primary Education also as the Board is to cover the work of all levels of education from the beginning to the end of the Secondary stage.

(c) Greater representation has been given to the Principals of the Institutions in the High School and Junior High School Sub-boards.

I. *Constitution of the State Board of Education*

1. Director of Education *ex-officio* Chairman.
2. Chairman of the Curriculum and Text-Book Corporation.
3. Chairman of the Sub-Board's.
4. Two Principals of the Intermediate Colleges not maintained by the Government elected from amongst themselves.
5. One Principal of an Intermediate College maintained by the Government to be nominated by the Government.
6. Two Headmasters of the High Schools not maintained by the Government elected from amongst themselves.
7. One Headmaster of a High School maintained by the Government to be nominated by the Government.

8. One Principal of a Training College nominated by the Government.

9. One Principal or Director of Special Institutions of the Education Department like the Bureau of Psychology, the Institute of Education etc.

10. One representative of each University (who is a teacher) established by law in Uttar Pradesh.

11. Two representatives of the Legislative Assembly.

12. One representative of the Legislative Council.

13. Three Presidents of the Zila Parishads in U. P.

14. One Mayor of a Municipal Corporation in U. P.

15. One Chairman of a Municipal Board, in U. P.

16. Two teachers of non-Government Schools to be nominated by the Government.

17. One lady educationist to be nominated by the Government.

18. Two Managers of Secondary Institutions to be nominated by Government.

19. Secretary of the Central Board.

Thirty-nine members.

II. Constitution of the Sub-Board for the Intermediate Examination

1. The Additional Director of Education—*Ex officio* Chairman.
2. Six principals of the Intermediate Colleges, not maintained by the Government, of whom at least one must be a woman, to be elected from amongst themselves.
3. Two Principals of the Intermediate Colleges, maintained by Government to be nominated by Government.
4. Two headmasters of High School, not maintained by the Government of whom at least one must be a woman, to be elected from amongst themselves.
5. One headmaster of a High School, maintained by the Government to be nominated by the Government.
6. One Regional Inspectress of Girls' Schools to be nominated by the Government.
7. One Inspector of Schools to be nominated by the Government.
8. Three eminent educationists to be nominated by the Government.

9. Three representatives of the Universities elected by the State Board.
10. One Manager to be nominated by Government.
11. One teacher to be nominated by Government.
12. The Secretary of the Board (*Member-Secretary*).

23 Members.

III. Constitution of Sub-Board for the High School and Junior (High School Examination

1. Deputy Director of Education — *Ex-officio* Chairman of the Region.
2. Four Principals of Intermediate Colleges, not maintained by the Government of whom at least one must be a woman, to be elected from amongst themselves.
3. Two Principals of Intermediate Colleges, maintained by the Government of whom at least one must be a woman, to be nominated by the Director.
4. Six Headmasters of High Schools, not maintained by the Government of whom at least one must be a woman, to be elected from amongst themselves.
5. Two Headmasters of High Schools, maintained by the Government of whom at least one must be a woman, to be nominated by the Director.
6. Two Headmasters of the Junior High Schools, to be nominated by the Director.
7. One Regional Inspectress of Girls' Schools, to be nominated by the Director.
8. One Inspector of Schools to be nominated by the Director.
9. Two Deputy Inspectors of Schools.
10. One teacher to be nominated by Government.
11. Three eminent educationists to be nominated by the Government.
12. Two Managers to be nominated by Government.
13. The Secretary of the Sub-Board (*Secretary*).

28 Members.

(vii) *Mechanisation*—The Committee also expressed its views in regard to the place of Electronic Computers in the system. It felt that mechanisation went with modernisation and progress and it, therefore, would not envisage a situation that could put the clock back and reject modern techniques and gadgets specially suited to solve the problem of numbers and complicated processes. We, however, agree that it would

neither be immediately possible for all the Sub-Boards to have electronic computers of their own nor is that necessary. One computer at a central place may, for the present, take up the work of the Sub-Boards in regard to Intermediate and High School examinations, till the Sub-Boards have grown in experience, size and resources to have a computer of their own. Till such time, all the work of Intermediate and High School Examinations which may require the computer should be sent to one central place and the staff of the Sub-Board could be posted for such time with the Central Sub-Board.

(viii) *Number of candidates that each Sub-Board has to handle*—The number of candidates that each Sub-Board will be required to handle at the 1965 level of candidates are as follows :

TABLE NO. 7

	Junior High School	High School / Intermediate
(i) Intermediate Sub-Board .. .. .	.. .. .	1,66,438
(ii) Meerut/Bareilly Sub-Board	44,890	94,741
(iii) Lucknow/Agra Sub-Board	93,956	1,31,597
(iv) Varanasi/Gorakhpur Sub-Board	59,964	84,057

(ix) *Accommodation*—In determining requirements for accommodation for each Sub-Board, it is important, first, that sufficient land be procured so as to leave room for future expansion. As far as the Intermediate Sub-Board is concerned it will function in the present building of the Board. However, it is here that electronic machines will be fitted and that the work on these machines, for the present will have to be carried out in respect of all the candidates appearing for the High School and Intermediate Examinations. Therefore, this building will have to be planned on the basis of 5-6 lakhs candidates. In times to come when the mechanised work of other Sub-Boards is finally taken over by the respective Sub-Boards, the Intermediate Board itself would grow in size and its candidates would actually approach the figure of 5-6 lacs. Thus the entire building would then be for its own purpose. The State Board could also be located in these buildings :

	Rs.
A. Building requirements of the State Board and Intermediate Sub-Board	5,00,000
B. The requirement of other sub-board will be as follows :	
(a) Purchase of land about Rs.1,00,000 for each sub-board (about 6 acres) Rs.1,00,000×3	3,00,000
(b) Building Rs 10,00,000 for each sub-board in the first phase	30,00,000
(c) Equipment Rs.1,00,000 per board Rs.1,00,000×3	3,00,000
Miscellaneous and unforeseen items	2,00,000
Total. (a), (b), (c)	38,00,000
GRAND TOTAL	43,00,000

(x) It is essential that in an organisation where work increases annually and substantially in proportion to the increase in the number of candidates, some ratio should be fixed between the strength of the staff and the number of candidates. Further increase in staff, if any, should automatically depend upon the ratio so fixed. The Committee feels that this ratio may be fixed at present at one assistant per 1,000 candidates. These posts should be distributed among the various grades in the office almost like a pyramid. The strength of the assistants in the confidential grade should be about 25 per cent of the total strength of the office.

(xi) The broad functions of the State Board of Education will be as follows :

(a) *Finances*—Collection of fees, preparation and passing of budget, allocation of funds to the Sub-Boards, preparation and scrutiny of financial schemes, etc. receipt of Government grants, if any, and all correspondence in this connection.

(b) *Examinations*—Setting and printing of papers for the Intermediate and High School Examinations and arranging for their distribution, appointment of Head Examiners, publication of results, framing of promotion rules, grace marks rules, etc., and issuing of certificates.

(c) Co-ordination and correspondence with other examining bodies and Universities.

(d) Regulation making.

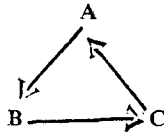
(e) Supervision, general control on matters referred to the Sub-Boards and co-ordination, etc.

(f) Framing norms and policy for recognition (function for examining application form for recognition will be left with the Sub-Boards).

The rest of the functions connected with the conduct of the examinations, fixation of examination centres, appointment of Centre Superintendents and Invigilators, etc. inviting application forms, consideration of cases of unfair means and recognition of Institutions, etc. are the broad functions to be assigned to the Sub-Boards.

(xii) So far as the appointment of examiners is concerned, it is recommended that the High School Sub-Boards would appoint examiners for High School examination from the Institutions, situated under the jurisdiction of another Board — that is, Sub-Board, say "A" would appoint examiners from the Institutions coming under the jurisdiction of Sub-Board "B". Similarly, Sub-Board "B" from the Institutions under

Sub-Board "C" and Sub-Board "C" shall appoint examiners from the Institutions under jurisdiction of Sub-Board "A". This could be represented as under :



84. *The Minority View*—While we have given the majority opinion in regard to the proposed organisation of the Board in the above paragraph, we consider it proper out of deference to the opinion of some of the members who do not favour the majority proposal in this regard, to express their view points also in the main body of the report. Perhaps this will appear unusual as such views should be outside the main body of the report. However, considering the great importance of the issues involved and also because of the extreme cordiality and understanding with which the deliberations have taken place, we see no harm in the minority view being also expressed here. This would enable the Government to take its decision after fully considering both the views.

(i) According to the minority view it will not be a proper solution to suggest breaking up of the Board in the manner proposed above. It is felt by this group that most of the present defects, deficiencies and delays have been on account of the acute shortage of staff and accommodation available at present to the office of the Secretary of the Board. The report of one of the Sub-Committees formed by this Committee which included a former Additional Director of Education as its Convener and the Chief Inspector of Government Offices as one of its members, has recommended that the office of the Secretary at present needs about 130 additional assistants. The present strength of the office is of 283 assistants. Thus according to these experts, the office of the Secretary at present has been working at nearly two-third of its required strength. Added to this is an equally serious problem of insufficient building space available for the office. If, therefore, allowance is made for these serious handicaps under which the work is being done at present, the effort put up by all concerned will appear commendable. In Chapter III the defects and deficiencies in the functioning of the Board have already been mentioned. It would be quite clear from that Chapter that the work of the entire Board can be divided into three categories, viz—

- (1) Work performed by the Board and its Chairman.
- (2) Work performed by the Committees of the Board.
- (3) Work performed by the Secretary of the Board and his office.

The work has not increased appreciably in respect of the first two categories except for the work done by the Chairman and perhaps, to some extent, by the Examinations Committee of the Board. While

separate proposal could be made for apportioning the work of these authorities, the main burden of work which would fall owing to the increasing number of candidates would be on the office of the Secretary of the Board. The minority view, therefore, is that creation of Sub-Boards each requiring so many committees necessary for its functioning, is no solution for the increased volume of work faced by the Secretariat. As a matter of fact multiplicity of Boards and Committees would only increase the work, and its only advantage would be that instead of the work being done at one place, it would be distributed at two or three places. Nevertheless, its overall effect would be unnecessary additional work, due to the formation of several committees, and the Sub-Boards and it would further give birth to the very serious problem of co-ordination, co-operation and standardisation. Instead of increasing the speed of work, whose possibility the Committee has been asked to explore, the proposal would result in considerable delaying the work. Moreover possibility of different interpretation by different Sub-Boards and their authorities would be inherent in the scheme. If the only consideration was that the increased work which is likely to come up in future years should be done at more than one place a proposal for establishing some kind of branch offices of the Secretary's office at three or four places would be understandable. And, in place of this formation of statutory bodies, and committees would be in no way accelerate the disposal of work or enable the staff to discharge it more efficiently than is possible in one central system. The committee has already expressed itself in favour of mechanisation and modernisation in the working of the Secretary's office and in several operations concerning the examinations. It is, therefore, not necessary to go into details of the advantages of these machines. It is quite clear that they are an adequate answer to the increasing volume of work. Installation of these machines would at once cut down huge requirements of space for example the counter-1 volumes of certificates which require nearly a dozen of almirahs every year at present could be contained in a 35 m.m. strip in a small box container. Similarly, stocking of the tabulation registers which is another big and recurring item consuming space would also be kept in the space which would be several times less than at present. The majority view is already in favour of a centralized setting of question papers, curricula and books. The minority view is that with all that and with the modernisation of other processes including the system of examination all the work could easily to be discharged by one Central board.

(ii) According to the minority view there are other obvious advantages in the centralised system. It is cheaper—the total requirement of staff and accommodation will be much less and, therefore, it is less costly. The experience that has been gained over nearly half a century by workers in the office could also continue to be put to the best use.

Besides, it would be much easier to solve the problems that arise in the day-to-day working of an undertaking of this magnitude from one central place. Even if complete administrative and fiscal autonomy is given to the Board and Sub-Boards as has been proposed in the majority view it is not clear how this will solve the various problems of paper, press and allied matters more efficiently. It is also doubtful if the changed status of the officers and assistants from the position of being Government servants to that of employees under a kind of local body will be conducive to greater efficiency and speed in the disposal of work. *We are quite definite that the reverse would be the result. Besides, the apportioning of the assistants of the present Board into a newly proposed system is full of complications of all kinds.

(iii) Coming to the point *we have referred to earlier in regard to coping with increased work of the Chairman and the Examinations Committee. *We suggest the creation of an office of the Vice-Chairman for the *ex-officio* Additional Director of Education. *We further recommend splitting up of the functions of the Examinations' Committee into two separate Committees – one for dealing with cases of unfair means, detention of results, fixation of examinations centres, appointment of invigilators and centre superintendents, etc. and the other for the rest of the functions like the appointment of examiners, moderators, paper setters, scrutinizers, tabulators and other matters connected with the conduct of examinations.

(iv) We have, however, agreed to the proposal of a separate curriculum and text-book unit. This will solve an important problem before the Board and fulfil one of its vital functions. *We would also like an autonomous body to be created similarly for recognition and accreditation of institutions. The matter is of great significance in raising standards of education and *we would, therefore, wish that the status of the body performing this function should be raised from that of a committee of the Board. *We *inter alia* would dissociate ourselves from the proposal of transferring the functions of recognition to any regional body, the effect of which may well create havoc as far as school standards are concerned. Local influences and prejudices and even inter-regional competitions will play their part, each creating a force resulting in swelling number of schools within their respective jurisdiction and any discussion about raising the quality of schools, which we have discussed earlier, appears quite incongruous and meaningless in this context.

(v) Transferring functions of the deciding cases involving cheating, etc. at the examinations to the Sub-Boards, is another matter which would diminish the prestige of the examination itself. It is a judicial function

*We have stands for the minority members of the Committee only.

and must be examined and decided in circumstances conducive to judicial aloofness and strict impartiality. The further we go from a central organisation entrusted to examine these cases towards regions and districts, the more distant we get from the right type of atmosphere necessary in deciding them. The entire prestige of the examinations is bound to be shaken if local influences start asserting themselves in the way they are known to do, and also by falsely trying to expedite judicial decisions with unreasonable hurry. Besides legal training required in dealing with such matters and maintaining its continuity is an important advantage that would be lost through decentralisation. One Board situated at Allahabad which is also the seat of the High Court, is not an inconsiderable advantage.

35. *State Advisory Council of Education*—We suggest that a strong and effective body named the State Advisory Board of Education may be constituted, the functions of which should be to review matters connected with the elementary and secondary education and express its views and suggestions on the functioning of the Boards of Education and the Department of Education. It shall be a high power Advisory Body which by virtue of the status of its members and its Chairman shall perform functions on the lines of the Central Advisory Board of Education at Delhi. The Minister of Education shall be its Chairman and a non-official who should be an eminent educationist, its Vice-Chairman. The Director of Education may be its Secretary. Among its members may be the Chairman of the School Curricula and Text-Book Corporation, the representatives of the Managers, teachers, Vice-Chancellors, University Professors, members of the Legislatures, etc. The Board should be free to call for the advice and opinion of any official dealing with matters connected with say technical or agricultural education. The Board can form committees for a detailed examination of any particular problem on the lines of the working of the Central Advisory Council of Education, England, which has carried out creditable academic surveys. What are known as the "Crowther Report" and the "Newsom Report" are some of the recent investigations on specific problems of education made by this Council in England. It is for this reason that provision has been made for the appointment of a Vice-Chairman who would be professionally qualified and comparatively free to devote time to such matters. A State Board almost of this composition and function was also recommended by the Mudaliar Commission. We feel that by the creation of a body of this type, a vacuum which appears to exist at present whereby opportunity is not available to non-official agencies to express their views, could be filled up and such agencies would find in a useful forum. Thus instead of adopting the agitational approach times or harbouring a feeling that their voice or grievances or suggestions are not heard properly every section will find it an organisation where

views, problems and suggestions could be examined at a sufficiently high level. The following is the specific composition we suggest for this Board—

- (i) Minister of Education — *Chairman*.
- (ii) Deputy Chairman: An educationist of repute to be nominated by the Government.
- (iii) Secretary to Government in the Education Department.
- (iv) Director of Education — *Secretary*.
- (v) Two representatives of the Legislative Assembly.
- (vi) One representative of the Legislative Council.
- (vii) Two Vice-Chancellors to be nominated by Government.
- (viii) Four educationists to be nominated by Government from different fields and levels of education, of whom at least one shall be a woman.
- (ix) Four principals and/or teachers from the Secondary and the Elementary levels of Education.
- (x) One representative of the Municipal Board/Corporation Presidents/Mayors.
- (xi) Two representatives of Zila Parishad Presidents.
- (xii) Two representatives of the Central Board of Education.
- (xiii) Two Managers to be nominated by Government.
- (xiv) Chairman of the Sub-Boards.

CHAPTER XII

INTERMEDIATE EDUCATION AMENDMENT ACT, 1958

86. As stated in Chapter II, major changes in the Intermediate Education Act, 1921, were made through the Intermediate Education Amendment Act, 1958. Sections 16-A to 16-I were added to the Act of 1921 besides making some other minor changes. Section 16-A provides for the framing of a Scheme of Administration for every recognised Institution which would be approved by the Director of Education. Sections 16-B and 16-C, lay down the procedure for the framing and approval of the Scheme. Section 16-D provides for the inspection of an Institution and removal of defects. It also contains provision for the withdrawal of recognition or appointment of an Authorised Controller to run the Institution in cases where an Institution has wilfully or persistently failed in the performance of its duties or where its draft Scheme of Administration has not been submitted or approved in the prescribed manner. In either case whether of the withdrawal of recognition or of the appointment of an Authorised Controller, the Director is required to recommend to the Board in the former case, and to Government in the latter. Section 16-E provides for the Board to prescribe qualifications for appointment of teachers and also lays down the procedure for their appointment. It provides for Selection Committees for the appointment of teachers and a separate Selection Committee for the appointment of principals. The head of the institution is to be an *ex officio* member of the Selection Committee for teachers and a member from the regional panel of names is to be a member of the Selection Committee for the principals. The panel is to be prepared by the Director. Section 16-F, provides for the seeking of the approval of the Inspector for making appointments of teachers and of the Director for making appointments of Headmasters and Principals, and lays down the procedure to be followed for the purpose. Section 16-G provides procedure for prescribing Service conditions of teachers and makes it obligatory for the management to obtain prior approval of the Inspector in case of discharge, removal, dismissal or reduction in the rank of a teacher, headmaster or principal. An appeal against the order of the Inspector under this Section, can be preferred to the Regional Appellate Committee consisting of the Regional Deputy Director of Education (President) and a representative of the State Managers' Association and the U. P. Madhyamik Shikshak Sangh each. Section 16-H empowers the State Government to modify or grant exemption from any of the provisions of Section 16-A to 16-G in cases of institutions maintained by a local body. It also exempts the institutions maintained by the State or the Central Government from provisions of Sections 16-A to 16-G. Section 16-I provides for the delegation of certain

powers of the Director to the Deputy Director subject to the approval of the State Government.

87. The amendments in the Act were made obviously for providing better service conditions for teachers and principals working in the Institutions. Its result had been the curbing of the powers of the managements in regard to the appointments to be made in the institutions and the taking of disciplinary action against teachers. In either case they were required to follow a prescribed procedure and obtain prior approval from the Inspector (or Deputy Director, in cases of appointment of headmaster and principal). There was a strong opposition from the managements against the Act. In certain matters like prescription of the minimum qualifications of teachers basic conditions of service like pay, emoluments, leave, provident fund, maintenance of service records, etc. and creation of Regional Appellate Committee (in place of the Regional Arbitration Boards), it only sought to strengthen the then existing provisions through an enactment. Another feature of this Amendment Act, was that very wide powers vested in the Inspector or Deputy Directors and the Director. Every institution had to get its Scheme of Administration approved by the Director (powers since delegated to the Regional Deputy Director), all appointments in the Institution had to be made only through prior approval of the Inspector, Regional Deputy Director and no major disciplinary punishment could be inflicted on a teacher/principal without the prior approval of the above mentioned officers. In extreme cases, the management of the institution could be set aside and taken over by an Authorised Controller (to be appointed by Government).

88. *Attitude of the School Managers*—(1) The Managers, as was to be expected, felt bitter and raised vehement protest against the provision of the Amendment Act, which they felt had belittled them in public esteem. They felt aggrieved that a sense of distrust was created against them and their efforts for the cause of education in the State where practically all the schools at the Secondary level were "private schools" have not been duly appreciated. They thought that the powers taken over by the Departmental officers were excessive and that the manner in which they were likely to be used would be oppressive. They felt that their own control and supervision over the teachers and principal would suffer a severe blow and that they would be rendered ineffective in dealing with an erring teacher, which would mar the tone and discipline of the Institution. The provision of an Authorised Controller would hang, they thought, like the sword of Damocles over their head.

(ii) The Katra Education Society of Allahabad, which has been running a few recognised Institutions filed a writ petition in the High Court against practically all the effective provisions of the Intermediate Education Amendment Act, and thus the constitutionality of the entire Amendment Act was challenged on the following ground :

(a) The U. P. Legislature was not competent to legislate affecting charitable Institutions registered under the Societies Registration Act, and the provisions of sections 16-A to 16-E are ultra vires of the U. P. Legislature being repugnant to the provisions of the Societies Registration Act.

(b) The provisions of section 16-H are ultra vires of the U. P. Legislature as they are discriminatory and offend against the provisions of Article 14 of the Constitution.

(c) The provisions of sections 16-A to 16-E are ultra vires of the U. P. Legislature as they affect the Fundamental Rights guaranteed by Article 19(1) (c) of the Constitution.

(d) The provisions of sections 16-A to 16-H are ultra vires of the U. P. Legislature as they offend against the Fundamental Rights guaranteed by Article 19(1) (f) of the Constitution regarding property and Article 31 of the Constitution.

The petition was heard by a bench of the High Court which ruled against the petitioners on all counts referred to above. A special appeal has been preferred by the Society in the Supreme Court, recently (in February, 1965).

89. *Attitude of the Teachers*—(i) While the Managers found the provisions of the Amendment Act unsatisfactory, the teachers also voiced their disapproval of what they considered as inadequate provision so far as dealing with erring managements was concerned. Their grievance was that even where the actions of the managements against teachers were held by the Inspector or the Regional Appellate Committee to be wrong, the managements felt disinclined to abide by the latter's decisions and that either sufficient powers were not provided to the Department or that it was reluctant to make use of those powers to provide quick relief to the aggrieved teacher. Thus while on the one hand, the teacher had to suffer patiently during the course of long drawn out procedures, on the other hand adequate and wholesome relief was not guaranteed to him even if the final decision went in his favour. There was, therefore, greater harassment to which the ill-fated teacher was subjected to.

(ii) While the teachers have expressed themselves against some of the provisions of the Act, they, in our opinion, only desire that those provisions should be made more effective to fulfil the objective with which they were enacted. In other words, they do not want that the entire provisions of the Amendment Act should be scrapped and this is the important difference in the respective attitudes of the teachers and the Managers. The former's attitude is that though the provisions may not be effective against certain erring Institution yet by and large, they have provided better security conditions to the teachers.

90. *The Third Party*—Besides the Managers and Teachers, the third Party in the implementation of the Amendment Act, is the departmental Officers and the Government. We have a feeling that even the third party is not satisfied with the various provisions. While responsibilities have been entrusted to them in regard to the approving of Schemes of Administration, of the appointments made, and of the cases of punishment to the teachers, the objectives for which these powers were provided have not been satisfactorily achieved, namely, the disputes with the managements have not decreased as a result of the provision regarding Schemes of Administration nor has this provision led to better managements. By provision of approval in appointments they have not been able to ensure the selection of the best among the applicants and the requirement of their prior approval in disciplinary cases has not helped in preventing excesses committed against the teachers, at least in a large number of cases.

91. From the experience of the working of the provisions of the Amendment Act, it is clear to us that the Act suffered from several defects. We, however, do not feel that all those provisions needed to be repeated or that there was no necessity of moving in the direction in which the Amendment Act had intended to go. For instance no one would deny that there was a need to ensure that disputes between the managements and the forming of a rival managing committee are done away with by providing an approved Scheme of the tendency of Administration or that the service conditions of teachers are made more satisfactory and secure, or that better selection of teachers is made or that their minimum qualification be laid down and backed up through a provision in the Act, or that teachers' services are not terminated on mere flimsy grounds arising out of the particular whims of the managements. Necessary and desirable as these objectives are, we will have to see what the defects in the working of the existing system are and then suggest ways for improvement and modification. Some of the defects have been mentioned in paras 88 and 89 above, where the attitude of the Managers and Teachers to the Amendment Act was discussed.

92. *Defects in the working of the Amendment Act*—(i) No distinction has been made between the different types of managements, and curbs and checks have been imposed on and sundry irrespective of the efficiency, cleanliness and popularity with which they might have been discharging their duties. This has been unfortunate particularly for the good managements whose record of service for the cause of education might have deserved more freedom in administering an Institution rather than more hinderences in their normal working.

(ii) The disputes between the managements and the rival bodies each claiming control over the institutions have not lessened, they have on the contrary, increased in certain districts.

(iii) Litigation has increased and several of the provisions are unclear.

(iv) Selection of the best teacher among the applicants has not been ensured.

(v) There is no authority to deal effectively with establishment cases of harassment of teachers in erring institutions or with institutions which do not implement the decisions of the Regional Appellate Committee.

(vi) While the Scheme of Administration provides for "the Committee of Management", it does not say anything in regard to the General or the *parent body* which creates the Committee of Management.

(vii) Too much protection seems to have been given to an undesirable or an erring teacher and the managements are required to adopt lengthy procedures, even for a teacher on probation, before they seek the approval of the Inspector for terminating his appointment. This has resulted in lack of control of the managements over the teachers and affect of the tone and discipline of the Institution.

(viii) The Inspectors, owing to lack of legal training or other reasons, have not been able to discharge their functions under the Act satisfactorily. There has often been a gulf between their thinking and that of the Regional Appellate Committee, leading to unnecessary and avoidable litigation.

(ix) Provisions in regard to the withdrawal of recognition or the appointment of Authorised Controller are so rigid and difficult that they have not been used in a single case though nearly seven years have elapsed since the Act was enforced.

(x) Procedure leading to the appointment of a teacher/principal and taking of disciplinary action against him is cumbersome and hence ineffective in a very large number of cases.

93. *Analysis of defects*—The above are the main defects that have come to notice in the working of the Act. It will be quite clear in going through them that several of these defects are self-contradictory. While the irksome procedure for terminating the services of a probationer or taking of disciplinary action against a teacher have appeared to be bothersome in certain cases, it has been felt in other cases that the managements have taken arbitrary and uncalled for actions against teachers and in spite of the findings of the Regional Appellate Committee have not provided relief to the teachers and the process of harassment has continued. Thus while in one case a management has found itself helpless in taking action against an erring teacher, another management has with impunity taken extreme and excessive and sometimes even uncalled for action against a teacher. These contradictory trends prove that personal factors have played a very large part in the manner which the Act has been implemented. They also prove that with distinctly opposite points of views and with two different sets of

managements, it would not be possible to make the objectives of the provisions of the Act realizable by providing for common sets of rules to govern them. While these provisions have proved too harsh, too irksome and too impracticable for a set of managements, they have appeared to be totally ineffective in curbing the actions of the other set of managements. It will, therefore, be a mistake, in our opinion, to attempt to regulate these managements, as if by a "common rod" applied through uniform set of rules. We do not minimise or underestimate the stupendous and delicate task that will be involved in categorising the institutions, and the difficulty that will arise in deciding where the line should be drawn, for there shall always be institutions quite close to either side of the line that will cause real headaches to the authorities in classifying them, but this distinction has to be made under the circumstances.

94. *Legal Aspect of Classification*—A view has been expressed that there may be some legal difficulties if such a classification is made on the grounds of discrimination and it may run counter to the provisions of Article 14 of the Constitution. It has been held by the Supreme Court, in its opinion on the Kerala Education Bill* that while Article 14 forbids class legislation, it does not forbid reasonable classification for the purpose of legislation. The opinion further says that in order to pass the test of permissible classification two conditions must be fulfilled, namely, (1) the classification must be founded on an intelligible differentia which distinguishes persons or things that are grouped together or others left out of the group, and (2) such differentia must have a rational relation to the objects sought to be achieved by the statute in question. In the *Katra Education Society versus the State of Uttar Pradesh and others*, the Allahabad High Court has similarly observed:

"Where there is some difference which bears a just and reasonable relation to the object of the legislation mere differentiations or inequality of treatment does not *per se* amount to discrimination within the inhibition of the equal protection clause. To attract the operation of the clause it is necessary to show that the selection or differentiation is unreasonable or arbitrary and that it does not rest on any rational basis having regard to the object which the legislature has in view."

95. *Classification of Institutions*—It follows, therefore, that classification or differentiation is legally permissible provided such a classification is reasonable, is not arbitrary and rests on a rational basis — the second condition of course being, that the statute providing for such a distinction has an objective which can be achieved by such a classification. It will, therefore, be necessary to evolve a rational and reasonable basis for classification of these Institutions. Consistently excellent

*A. I. R. 1958, S. C. 956.

performance in results in public examinations, regular payments of salaries and increments to the teachers, excellence of the Institution in co-curricular activities, sports and games, Red Cross, Scouting, Debates and other activities, adequate facilities and their proper utilisation for the benefit of its students in the shape of play grounds, buildings, laboratory equipments and library and satisfactory tone and discipline of the Institution, financial potentiality, proper maintenance of accounts and timely utilisation of grants — recurring and non-recurring, happy teacher-management and teacher-principal relationships, and standing of the Institution could be the criteria that would satisfy the rationality and reasonableness of legal requirements.

96. (i) Institutions coming into this category of better managed institution (they could be called category "AA" institution), could be exempted from the provision of prior approval of the Inspector in dealing with disciplinary cases. Provisions of appeal to the Inspector and of subsequent or second appeal to the Regional Appellate Committee should, however, remain with proper modification. The provision for the Scheme of Administration should remain for the Committee of Management, as also for its General Body. It may, however, be clarified that we do not mean that a model Scheme of Administration as issued by the Directorate should be required to be adopted or that the provisions of the Act which formulated the requirement of such a Scheme should remain as they are. We have already suggested categorisation of Institutions and it is to be expected that more relaxation would naturally be provided to the institutions earning a better category when their Schemes of Administration are examined by the authorities. What we suggest is the legalisation of the Constitution of all the Committees through a necessary provision in the Act.

(ii) The provision of categorisation of Institution will have another advantage. It will provide incentive to managements for improving their institutions and earning a better category. This will be a very desirable trend. The present tendency namely, that the managements can defy provision of the Act and get away with them, will be stopped since by persisting in such actions they would be liable to be subjected to greater controls, and this provision is likely to provide a deterrent for them.

(iii) We have already referred to the necessity of evolving suitable norms and criteria for classifying institutions. We propose that the reorganised Board would set up a committee consisting of officials and non-officials to evolve this criteria. Such a Committee, which would be in the nature of a permanent committee of the Board like its Examinations Committee or Recognition Committee, etc. would also be entrusted with the task of classification of institutions.

97. *District Selection Committee for Teachers*—(i) It is also felt that the association of the Inspector in granting approval for appointments has not proved effective, and has also complicated the procedure of selection. There is first a Selection Committee which makes selection and after that is done the papers have to be sent to the Inspector for his approval. The entire procedure takes about a month and if time for advertisement, etc. is also accounted for it takes a good part of two months to make appointments. We have already suggested that "A" Category Institutions should form their own procedure in this regard; as for other Institutions the District Selection Committee may be created to replace the initial Selection Committees for teachers and the procedure of approval by the Inspector be done away with.

The District Selection Committees for teachers may consist of—

One Manager appointed by the Director — *Chairman*.

Two Principals appointed in order of seniority and by rotation, and Manager and Principal/Headmaster of the Institution concerned.

(ii) There will have to be several such District Selection Committees for teachers in a District. It is estimated that one selection committee may cater for 50 institutions and a Second Selection Committee may be formed if the number of Institutions in a District exceeds 50 — and a third Committee if this number exceeds 90. The area in which each Selection Committee will operate will have to be delimited. Where more than one Selection Committee are formed the nomination shall have to be confined to the Institutions of the area for which the Committee is formed. If a principal in whose institution teachers are to be appointed is already an "appointed" number, another principal next in the order of seniority shall be appointed in his place when the selection of teachers of his Institution is being made. Principals appointed in such stop-gap arrangement shall not lose their turn for full-term appointment. All the appointments to the Selection Committee may be made for a period of one year commencing on 1st of April, every year.

(iii) In devising a machinery for the appointments of teachers, we want to emphasise the need for making some effective provision for the transfer of teachers. We think that the existence of an effective power of transfer is a powerful administrative as well as a corrective influence. Easier facilities for transfer would be beneficial both to the teachers as well as the managements. A maladjusted teacher will find great relief in transfer and it is an accepted fact that the problem of human adjustment operates in a very delicate, sensitive and complex manner. Many problems in the teacher-principal or teacher-manager or principal-manager, relationship arise out of maladjustment between two individuals. If that were not so, a person working with a creditable record of service

over a number of years could not suddenly become so inefficient and inapt as to warrant disciplinary action of an extreme nature against him. Yet this is precisely what we have seen to happen in many cases. Facility for easier transfer will go a long way in rehabilitating the teacher/principal concerned, and will provide him an opportunity for warding off frustration. We, therefore, recommend that the District Selection Committee while making appointments shall consider all the transfer applications from the teachers which will be invited earlier through their respective managements. The teachers so transferred will get the salary which they would have got had they not been transferred. In this way it is hoped that facility for transfer within the District may become smoother than before, inter-district transfers will of course be permissible as at present.

(iv) While making the above recommendations for revising the procedure of selection of teachers, a view was expressed that the procedure may work harshly for some institutions. There may be cases in which an institution may have a feeling that through some bias or prejudice on the part of some member of the Selection Committee, the right type of selection may not be possible in that particular institution. We feel, however, that such cases may be extremely rare. However, the possibility of their occurrence cannot be wholly ruled out. We, therefore, suggest that such institutions which may harbour such feeling against any Selection Committee, may be permitted to opt for the existing procedure which is prescribed for the appointments of teachers.

98. *Selection Committees for Principals/Headmasters*—The principal of an institution is an important functionary on whom depends to a very large degree, the tone and quality of the School. It is, therefore, important that the selection of the principal or the headmaster should be made with great care. We would have welcomed the idea of "provincialisation" of these posts and suggested that a separate study be undertaken to go into this question. For the present, however, we would suggest that the appointment of the principals and the headmasters should be made through the State Public Service Commission. A doubt was expressed that appointment through such a procedure may kill the incentive which at present is locally available to say, the headmaster of a junior high school or a senior, assistant master in a secondary school in building up and upgrading the institution in the hope that when his efforts succeeded he may be appointed as a headmaster or a principal. There is no doubt that services rendered by such prospective incumbents have been considerable in many cases. We feel, however, that the State Public Service Commission would surely take into consideration any good work rendered by an applicant in assessing his merit. Besides, we are of the opinion that the advantages in the proposal far outweigh any deficiencies that may be there.

99. (i) It is a universally recognised fact that the success of any scheme of educational reform must depend upon the teachers. Even if the question of providing attractive grades to enable men and women of quality to enter the profession, must await its turn in the priorities determined in the Five-Year Plans it can at least be ensured that the best among the available lot is recruited as teachers. It is necessary for this purpose to see that the selection is fair and the conditions of service are honourable and not dependent on arbitrary acts of the educational authorities of the Institutions. The Burnham Committee in England the Committee to negotiate salaries, etc. of teachers— has proved itself an effective machinery for ensuring fair deal to the teachers and has the representatives of the Local Education Authority, the teachers and the Government on it. It is hoped that these District Selection Committees, in due course of time, will fulfil some of these functions. It is also clear that the relationship between the teacher and the management cannot be of the type of ordinary employer-employee relationship. It is a relationship based on *partnership in education*, each operating in his respective field of activity. The position obtainable in England in this regard has been summed up by W. Alexander as follows :

“Here (the Burnham Committee) is perhaps the best example of the Ministry of Education, the Local Education Authorities and the teachers acting together in the administration of the education service. The Secretariat of the Ministry, the Secretariat of the Authorities Panel, the Secretariat of the Teacher Panel act together in their respective capabilities relating to this matter, ensuring that the great partnership in education operates effectively. For it must never be thought that the approach to these problems is conditional merely by the fact that Local Education Authorities are the employers or that the teachers are the employees or that the Minister has the ultimate power to reject the recommendations which the Burnham Committee may make.”

In his commentary on the Education Act of 1944, H.C. Dent has said :

“Appointment and dismissal are naturally subjects of vital concern to the teachers, but thanks to our tangled educational history, it has often been far from clear where lay the ultimate power to appoint and dismiss.”

(ii) The problem of teacher-management relationship, therefore, has to be viewed in a different perspective and with the suggested role of the District Selection Committee or the approval of the Inspector, etc. in awarding punishment to the teachers of institution other than of Category “A” Institutions, we do not necessarily have to look for the parallel of the “Appointing Authority” and the employer-employee nexus as in Government Service or trade and Industrial Employments. It is this pious relationship a *partnership in co-operation* — between the

managements and the teachers that was also emphasised in the Second Narendra Deva Committee Report which decried the attitude of being "employers" as taken by some managements towards teachers in their Institutions. The Committee observed :

"Though the Schools exist for children, it is an universally accepted fact that no Institution can work efficiently unless the teachers working there have the peace of mind and spirit, and are able to give their best in the delicate task of educating the young. And these necessary conditions can be created only if the teachers enjoy the fixity of tenure and the sense of security in service. It is painful to remark that in good many Institutions interests of the teachers with regard to their appointment, increment, promotion and leave, etc. have not been safeguarded. The one most important factor responsible for this sorry state of affairs is the unfortunate attitude of some committees who very often consider themselves as the employers and the teachers as their employee. And, as if in answer to such an attitude, a counter tendency has also been visible among the teachers to bind themselves into an association on the lines of the labour Unions. It should be understood that an Educational Institution is not a factory or a workshop where the management and the teacher should bind themselves into opposite camp actuated by the Principles of Capitalism on the one hand and Trade Union on the other, but an Educational Institution should be looked upon and fostered as a partnership which is to be run in co-operation and mutual goodwill by the management and the teachers in the best interest of the development of the children entrusted to their care."

100. Categorisation of Institutions, exempting category "A" Institutions from the operation of certain restrictions, and imposing of those restrictions only where the managements have been unable to achieve their objectives fully, are in our opinion, important logical steps that are missing in the existing set-up. Thus from practically no restrictions on Category "A" Institutions to the imposition of restrictions in regard to appointments through District Selection Committee and prior approval for disciplinary action against teachers and then on to the withdrawal of recognition and the appointment of an Authorised Controller in extreme cases, we provide for gradual tightening of control and that too only when the managements have shown their own inability to set things right. And this is as it ought to be. It was the complete omission of the first step that was responsible for much of the criticism of the existing Amendment Act.

CHAPTER XIII

GRANT-IN-AID

101. (i) The policy in regard to grant-in-aid to private managements has been a source of controversy from the very beginning of its institution starting with the despatch of 1854. It was a natural "corollary of the Doctrine of State Withdrawal" from the field of Education enterprise. The two motives of State withdrawal were: the East India Company's unwillingness and inability to shoulder directly the entire financial liability of Secondary Education and the influence of the missionaries who wanted to have complete control of education. Perhaps a third factor that might have influenced the decision in the Despatch was the Nineteenth Century surge of faith in Europe in the doctrine of *Laissez faire*.

(ii) The first war of Indian Independence, of 1857, brought a change in the grant-in-aid policy in that the Missionaries were discouraged from the field of educational enterprise in India, and that in 1858 the Royal Declaration proclaimed its "strict religious neutrality" with the people of India. A direct result of this declaration was an encouragement to non-Governmental educational bodies and a little liberalisation of financial assistance to them. It further brought out the significance of people's participation in educational enterprise with the Governmental agencies to achieve the best results.

(iii) By 1862, the private enterprise in education had become a stable factor. It was accepted "as a means of spreading Secondary Education among the people in a short period and at a comparatively low cost". "The (Indian Education) Commission, therefore, recommended that Secondary Education should, as far as possible, be provided on the grant-in-aid basis and the Government should withdraw, as early as possible, from the direct management of secondary schools."

(iv) The Secondary Schools started springing up slowly towards the last quarter of the nineteenth century. The broad and generous minded among the landed aristocracy and the "rulers of princely states" opened a few schools. In 1886 in U. P. there were 24 private schools and 25 Government schools. In 1902 the number of private schools rose to 67 as against 34 Government Schools and in 1921 to 129 as against 55 Government Schools. This was the time when the present Board of High School and Intermediate Education was established. Since then the number of Government Schools remained practically stationary 56 in 1937 and 60 in 1947; but there was a gradual increase in the number of private schools which rose to 203 in 1937 and to 355 in 1947. There

were other emotional factors also at work. Nationalism in the pre-independence era contained a high emotional urge and induced many a patriot to open schools for education for mass awakening. Popular political leaders were associated with them, and their appeal for financial assistance was always well responded. Besides this, there were a few nationalists who created trusts and opened schools for general mass-awakening and made it a condition in their deed that the Institution would not receive any grants from the Government. A number of charitable trusts and endowments as also religious movements like the Arya Samaj, and certain castes and communities, all came into the field of education and, though, unfortunately, narrow and sectarian, they did contribute to the spread of education. The demand for education was already there, and, was ever growing.

(v) There was a mighty upsurge in the number of schools in the post-independence period. The number of Secondary Schools rose from 431 in 1947 to 2,018 in 1965. The Government Institutions, which were 60 in 1947 (plus 15 Girls' Institutions) have multiplied to 173 in 1965 including Girls' Schools. They have thus more than doubled, while the private schools have gone up by a little less than five times.

(vi) With the rise in the number of Secondary Institutions, the amount of Government aid has also risen considerably. In fact, there has been a good deal of "liberalisation" in the assessment of grant. While in 1947, 291 private schools were on the grant-in-aid list, this number now in 1965 has risen to 1,780. Thus while nearly 67.5 per cent Institutions were in receipt of the Government grant in 1947, the percentage of such Institutions now is nearly 88 per cent. It is entirely within the competence of the Government to give aid to all the private schools within a couple of years of their "recognition". While it is obvious that greater and greater share in the expenditure on Secondary Education is being borne by the Government and that there has been sizeable increase in the budgetary provision on this account, it is also true that the old resources of financial help from the aristocracy, the business clan and the philanthropists have been rapidly drying. The result is that the Institutions have to depend more and more on Government grants and, therefore, the liberalisation policy adopted by Government is the only alternative left in the circumstances not only to maintain the Institutions, but to improve their qualities as well.

102. We have traced the history of the grant-in-aid policy from the despatch of 1854. Though there had been a few sporadic attempts at liberalisation of grants, the formula for the aid remained by and large almost constant since its inception right through a century. It was in 1954-55, that the Government raised its share of meeting the cost of annual increments accruing to the teachers from one-fourth to one-third. Again, in 1956-57, the Government raised its share on this account from

one-third to one-half and then again from one-half to three-quarter in 1957-58. From 1957-58, the D. A. rates for teachers of aided schools was revised and the Government made its own contribution to it on increasing scales. From 1962-63, the D. A. fees were doubled and both income and expenditure on account of D. A. to teachers were treated as an "approved expenditure" for the assessment of grant. From 1964-65, the entire principle underlying assessment of grant was modified. The broad features of this modification were :

(a) Difference between the actual expenditure and the actual approved income of the previous year, or one-half the entirely approved expenditure of the previous year whichever is less, plus

(b) three-fourth of the cost of the annual increment to the staff during the assessment year, plus

(c) three per cent of the maintenance grant actually given in the previous year. (for normal development).

103. *Managements' Difficulties and their solution*—(i) Though the Government have been sensitive towards its responsibilities for sharing increased expenditure on Secondary Education and it has been making increasing budgetary allocation on this account, the method and system of calculation and assessment cannot be said to have given the managements entire satisfaction. There is a feeling among them that sufficient discretion has been provided to the assessing authorities in determining "actual" expenditure. Besides such an assessment being confined to the office files, is not open to them and they are not aware of the items of expenditure that they have been disallowed. The managements, therefore, have to wait till the very last to adjust their budgets and even then they do not know how their grant has been assessed for the amount sanctioned to them.

(ii) Besides this a feeling seems to have grown rightly or wrongly, that the Department is not able to meet all the committed charges on the various items of grant like the reimbursement of fees, etc. owing to short or inadequate budgeting and, therefore, it has to resort perforce to manipulations in assessment. This matter needs looking into. We expect that with a little more "open" assessment it may be possible to win over the confidence of the managements in this direction.

(iii) The policy of decentralisation recently introduced in sanctioning various grants needs to be extended to the assessment and sanction of recurring grants also. This must, however, accompany the sanction of adequate and competent staff for the Regional as well as the District Offices, which will be called upon to perform increased work. We may like to caution that if adequate staff is not available for this purpose, there is no likelihood of any improvement through our proposal and the things may go even worse.

(iv) The pro formas and the forms for the various grants may also be examined to see if they could not be simplified. We are informed that complicated and complex nature of inquiries in some of the pro formas cause delay in their submission and in some cases of non-recurring grants, even act as a source of discouragement to the institutions from sending their applications. This may be looked into.

104. *Principles that should govern the Assessment*—(i) The feelings of the managements apart, there are a few difficulties that are inherent even if the assessment is made objectively. There is no incentive to the better schools. In such a formula of assessment of grant, as is current, those with sounder income from their endowments and other sources would get lesser grant than the Institutions contributing only the barest minimum for the purpose. Thus the incentive for creating more income by trusts and endowment, etc. is lost. Secondly, when the Institutions know that they are to get the difference of the actual expenditure they will not feel the necessity to economise even on avoidable items of expenditure. Thirdly, in so many ways, it is the better type of Institutions which are likely to be assessed unfavourably compared to those schools not providing adequate facilities.

(ii) It will be clear from the above, that there is a necessity for categorisation and classification of institutions for the purpose of grant-in-aid as much as for other purposes as already suggested by us. Uniform set of rules applied indiscriminately and subjectively, should not, in our opinion, govern the assessment of grant. A provision is reported to have been made in the current financial year for the "efficiency grant". This efficiency grant could be related to the category that the institution earns. Norms for determining "actual" expenditure on various items should also be different for different categories of Institutions.

(iii) Besides the above provision, institutions of 'A' category and those that are "accredited", may be allowed to charge higher fees up to the maximum of double the rates prescribed for other schools. The enhanced fees may be utilised for giving better salary and grades to the members of their staff. It may, however, be made clear that increased cost due to enhancement in salaries will have to be borne by the institutions from fees or from their own sources and it will not count as "an approved" expenditure in assessment of their grants.

(iv) Different rates of fees are prescribed for Classes VI, VII and VIII in the Junior High Schools run by the local bodies and in other schools. We recommend that this discrepancy must go and not only should the rates of fee be same but the minimum qualifications of teachers in the two types of schools should also be similar.

(v) Further, we wish to point out that all recurring grants including the reimbursement grants must be available to the institutions quarterly in advance.

(vi) The Committee also examined the question of utilisation of the balance in the account of the various fees that is left at the end of the year after meeting the recurring cost on those items. The Committee agrees to a suggestion that the balance of fees excluding that of the games and refreshment fee may be transferred to the 'development fund' of the institution after the end of each financial year.

105. *Non-recurring grant*—Non-recurring grants have also been increasing, judging, both from the number of schools that are benefited by it as well as from the larger amount per unit of these grants being available. There has been in recent years a realistic increase in the amount of grant sanctioned for Science equipment, laboratory, building, etc. from the amount which very rarely went into four figures about a decade ago. While such a development is welcome and is a step in the right direction, we, however, would like to point out that the idea of 'matching' grant has not worked in practice. It has given rise, in quite a few cases, to mal-practices of various kinds. While the idea of an "outright" grant may have certain administrative and practical difficulty, it has also to be realised that the sources which made such contributions in the past have been drying up. Permitting the levy of development fee from this year would enable the institutions to make certain collections. These can go towards meeting the "management's share" of the "matching grant". The rate of other fees allowed to the institutions may also be assessed afresh so that it can be dove-tailed to the actual requirements which are bound to change with the changing price level. An instance is the existing low rate of science fees.

106. *Need for a Proper Planning*—Before leaving the subject of grant-in-aid, we would like to emphasise the necessity of a proper co-ordination between the financial resources available and the demands made on them. For instance, increase in the number of new schools providing science and agriculture courses in the existing schools would have to be geared to the grants available to us for the purpose. Unless this is done the standards of education are bound to go down. We cannot afford this. Halt must be called on the falling standards in our schools and one of the ways by which this can be done is to restrict the growth of the weaker and the unrequired institutions. In short, financial resources must be utilised to the maximum and not allowed to be dissipated through meagre distribution among a number, larger than is absolutely necessary.

107. *Conclusion*—While increasing expenditure is being incurred on grant-in-aid to secondary schools and more and more schools are being benefited by it, there is the need of a more rational policy in regard to the rules for assessment of the grant-in-aid. It is suggested that the institutions may be categorised on some objectively based criteria and that assessment of actual expenditure as well as the calculation of "efficient grant" should be based on the category that an institution earns. Th

requirement of 'matching grant' has not worked satisfactorily in practice. The Institutions may be allowed to build up some funds from the fees etc., which should be admitted towards their matching contribution for the non-recurring grants. Control and check should be exercised on the new Institutions coming up and on the old Institutions desiring to open scientific and agriculture groups. Efforts should be made to utilise resources to the maximum benefit and they should not be allowed to be dissipated through inadequate distribution among a member larger their is absolutely necessary.

CHAPTER XIV

SUMMARY OF PRINCIPAL RECOMMENDATIONS

Chapter IV

1. Education up to the end of the Secondary stage should be viewed as one complete whole. There should therefore be one composite body responsible for determining the contents of education, the educational objectives and the Syllabi and courses from the earliest stage of education to the end of the Secondary stage. (Para 16, page 22).

2. The First level Education should extend up to the end of 11 years and may comprise parent education (0-3 years), Nursery Education (3-6 years) and Primary Education (6-11 years). (Para. 17 page 23.)

3. Classes VI, VII and VIII must be completely integrated with the Board of Secondary Education comprising its Junior High School Section. [Para 18 (i), page 24.]

4. Examination at the end of Class VIII which would synchronise with the termination of the compulsory age of schooling under the Constitution may be gradually transformed into a terminal public examination. The courses must be enriched and expanded to form terminal stage of compulsory education. [Para 18 (iv), page 24.]

5. A seven year (Classes VI to XII) integrated and intensified course in general education, must be conceived to provide a terminal as well as preparatory nature of Courses and it must have a core of "General Education". [Para 19 (ii) and (iii) page 25.]

6. Diversification of Courses, as at present, have not achieved the object they were expected to fulfill and in return has weakened educational efforts. [Para 20, (i), page 26.]

7. "General Education" should be separate from vocational or industrial education - the latter being the concern of Departments/organisations dealing specifically with that type of education. Diversification should be provided in separate schools and the multi-purpose type schools are not favoured. There may be a provision for changing over from 'technical' to "general education" at appropriate levels and necessary training. [Para 20 (iii) pages 27-28.]

8. General Science should ultimately form a part of the core for the students of the Humanities group and "Social Science" a part of the core for the Scientific group students. [Para 20 (iv), page 28.]

Chapter V

9. America has launched a unique programme for the prescription of Curriculum for schools. This has given a new dimension to Curriculum

making and text-book writing. It is a team work where the top-most subject — specialist has to play a prominent part in regard to what should be taught and how. [Paras 22 and 23, pages 30-31.]

10. It is necessary for Curriculum making that resources and talents should be discovered on a national basis, as it is the top-most subject specialist who can deliver the goods. [Para 22 (iii), page 32.]

11. Curriculum revision can be centralised and must be so. Top-most experts who devise syllabi and text-books etc. on produce better instructional material than a local teacher. [Para 23 (ii), page 31.]

12. Curriculum making in Russia, France, and Japan is highly centralised. Recent trends in England and America also establish the superiority of a centralised Curriculum — making system. [Para 23 (iv), page 32.]

13. There is a lack of co-ordination between the different agencies who have been entrusted with the task of Curriculum — making at different levels of education, which results in duplication of efforts, overlapping and other defects. [Para 25, page 36.]

14. An independent, autonomous organisation on the lines of a Corporation may be set up which should be responsible for Curriculum making and text-book writing from the elementary onward to the end of the Secondary level of education. [Para 29, pages 38-39.]

15. Modern trends discount the feeling expressed in certain quarters that the students and teachers should be left free to choose books, etc. The conception of text-book writing has undergone a complete revolution, and the old practices in this regard have become out of date. (Para 30, page 39.)

16. Only the very best of persons and the most competent among them should be asked to embark on the task of Curriculum making. [Para 31 (i), page 40.]

17. We will have to discretely determine what to take from the contents of the Curriculum set in different countries and what to reject, depending on our own requirements. [Para 31, (ii), page 40.]

Chapter VI

18. External examinations have a place in the system of education and have come to stay. That being so a reform in the system is all the more necessary. [Para 33, page 41.]

19. The unreliability and inadequacy of the present examination needs to be removed (or minimised). Short answer-objective type of questions alongwith the traditional types can bring this about. [Para 34, page 43.]

20. The objective type of questions are an answer to the growing number of students that are coming up the world over. The defects in this system can be considerably minimised by setting objective type questions alongwith the traditional types in separate papers. [Para 35, pages 44-45.]

21. Adopting of the objective types of questions alongwith the essay-type of questions in different papers is recommended. It may be necessary to set a Board of Examiners instead of the present practice of a Head-Examiner in a paper. Remuneration for paper-setting will have to be considerably increased. An establishment of an examination cell in the office of the Secretary is also recommended. [Para 36, pages 45-46.]

22. A lower level examination namely "the School-leaving Certificate" may be instituted for such students as fail in only one subject at the High School Examination. [Para 37, page 46.]

Chapter VII-A

23. Dates should be prescribed for the various reports and other processes required in the movement of applications, like the progress reports other matters and those dates should be strictly observed. [Para 41 (i), page 51.]

24. A suitable application fee must be charged from institutions applying for various recognitions. [Para 41 (ii), page 51.]

25. Entire time-table of work and the existing dates fixed, for the various processes of recognition need to be revised to ensure that decision on such applications may be conveyed to the institutions about six months before the date when the classes are desired to be started. [Para 41 (iii), page 52.]

26. School buildings and laboratories should be planned in such a manner that building material that is scarce is reduced to the minimum if not eliminated altogether. [Para 42 (i), page 52.]

27. Requirement for scientific equipment are out of date and need to be worked out afresh. Indigenous and other cheaper and better articles available now need to be included in these requirements. [Para 42 (i), page 53.]

28. (i) Recognitions should be granted only when it is ensured that all the conditions have been fulfilled satisfactorily.

(ii) The Endowment and the Reserve Fund need to be reduced to the limit of Rs.5,000 and Rs.7,000 for the High School and the Intermediate College, respectively. [Para 42 (ii), page 53.]

29. Pledging of funds in the designation of the Inspecting Officers should be done away with. [Para 42 (iii), page 54.]

30. There should be a check on the transfer of furniture, building, library books and other material from an Intermediate College to a Degree College. [Para 42 (iv), pages 54-55.]

Chapter VII-B

31. There is a decline in the quality and standards of education. Besides a large percentage failing at the Board's Examinations, an overwhelming number pass in the third division. This reflects the poor quality of education imparted in our schools. (Paras 43 and 44, pages 56-57.)

32. The Universities Commission, 1949 had remarked about the poor quality of Intermediate Colleges in U. P. and the rapidity with which the High Schools were upgraded into Intermediate Colleges without adequate staff, accommodation and equipment. According to the Commission, the worst sufferers in the process are the abler students who have to pass four years of their impressionable age in inefficient and uninspiring schools. (Para 45, pages 57-58.)

33. Efforts have been made to raise standards or to prevent their downward trend, but it is a stupendous task and requires concerted efforts. Existence of low standards over a period of time, unfortunately, lends recognition to those low standards. [Para 46, page 59.]

34. In granting recognition to Institutions scrupulous care should be taken to see that the barest minimum of conditions are fulfilled before classes are started. If larger number of students are coming up for studying in the Scientific group, selection for admission on merit must be resorted to, but the number of available seats must be according to the strength of the staff, laboratory equipment, etc. [Para 47 (i), pages 59-60.]

35. International standards of school achievement are on the rise, and we cannot permit the downward trends to continue. On the quality of students that the schools produce will ultimately depend the utility and usefulness of the higher centres of learning like the Technical Institutes, the Engineering Colleges, the National Research Laboratories and the like. [Para 47 (ii), page 61.]

36. We have more schools that are teaching Science than is necessary. While all-India figure for schools teaching elective Science is 43 per cent we in U. P. have provision for Science in 83 per cent of our schools. While only 40 per cent of the regular students offered Science at the High School Examinations of 1965, the facility for teaching this group of subjects is provided in 83 per cent of schools. This results in dissipation of resources, both financial and human and pulling down standards. [Para 47 (iii), page 62.]

37. It is necessary to take a bold and firm step in regard to the policy for recognition of schools so as to improve standards in schools. If we do not achieve this, the consequences can be disastrous — for the survival of the nation it has been recognised, depends upon the quality of the Schools in the Country. [Para 47 (iv), page 62.]

38. All-India figures of the ratio of the existing High Schools to the Higher Secondary Schools (excluding U. P.) come to 86 : 100 in U. P. this ratio of High Schools in relation to the Intermediate Colleges is 100 : 117 — even though the Intermediate standard is a year ahead of the Higher Secondary. We have thus been far too generous in raising our High Schools to Intermediate Colleges, and our *per capita* expenditure on education being lower than the All-India average the standards of these Intermediate Colleges is bound to be low. Our High Schools are thus being converted far too rapidly into Intermediate Colleges, without a chance for consolidation and the result is the rapid growth of inefficient and ill-equipped schools. There is a need for consolidating our position now. [Para 48, pages 63-64.]

39. "General Science" should be made a permissive optional for the students of the Humanities group — ultimately to form a compulsory core subject for this group as facilities for laboratory, teachers, equipment are available. The weaker students and those having no aptitude for advanced Science will be prevented from pursuing the full Science Course if an alternate course of General Science is available to them to meet their requirements. This tendency was noticeable when the courses for General English and General Hindi were started recently. Even the brighter boys would come back to the Humanities group which they had been deserting of late. [Para 49, pages 64-66.]

40. There is no experimental work in Science in High Schools and where it is undertaken it is of extremely low standard. This needs to be improved. [Para 50, page 67.]

41. Introduction of Science Practical from the High School Examination of 1968, is a step in the right direction. The first few years of this examination are vital for they will set the pace for the future. It is important, therefore, that adequate steps are taken right now to see that proper standards are set at this examination and that it is not allowed to degenerate into a few set of experiments to be repeated by the whole class, for this will affect the quality of the practical work to be done in the laboratory in future years. [Para 51 (i), page 67.]

42. The schools should be asked to purchase I. S. I. quality-mark equipments only in respect of those articles for which this quality-mark has been given. This should be insisted upon from those Institutions which are given the equipment grant. [Para 51 (ii), page 68.]

43. It is hoped that increased provision will be forthcoming in successive plans for the Inservice Diploma Course of Science Teachers. [Para 51 (iii), page 68.]

44. The standards B. Ed. degrees in some of the affiliating Universities do not come up to the required level. Attention of the affiliating Universities running these classes in their affiliated colleges is invited to the need of exercising greater control and scrutiny on the standard of teaching and to the need of providing adequate requirements as essential pre-requisites for permission to these classes. (Para 52, page 69.)

45. Refresher Courses for teachers should be arranged regularly and attendance in these courses every five years or so, should enable a teacher to earn an advance increment or such other advantage. Mutual exchange of teachers among the universities and the colleges is recommended. [Para 52 (ii), page 69.]

46. Professional associations and societies of teachers principals etc. should show greater awareness and make academic contributions to inspire and guide other teachers. [Para 52 (iii), page 70.]

Chapter VIII

47. The District Inspector of schools has been entrusted with so much of work of various sorts that he has very little time left for his professional duties of providing technical assistance to the Institutions and teachers. The work in the Inspectorate, therefore, requires reorganisation. (Para 53, pages 72-74.)

48. The Inspectors should be able and willing to provide leadership in education, as is being done in other progressive countries. The Inspectors, in order to fulfil their role must be provided with adequate and competent assistance in the office which should take over most of the routine work from him and leave him free for other work. There should also be free and uninhibited mobility between the training and research Institutions and the inspectorates. [Para 54, pages 74-77.]

49. In-service training of Inspectors, educational administrators and Heads of Institutions is essential. This should enable them not only to bring their professional knowledge up-to-date but also help them to develop proper attitudes. (Para 55, pages 78-81.)

50. Every Inspector, particularly one recruited through direct selection, must be required to undergo two years Principalship of an Intermediate College before being posted as a District Inspector of Schools. [Para 55 (iv), page 81.]

Chapter IX

51. There is a need of establishing some "pace-setting" Institutions, which should be given some freedom of experimentation. (Para 61, page 84.)

52. A common examination up to High School stage may be arranged for the accredited schools. (Para 63, page 85.)

53. Work on evolving "evaluative criteria" for schools should be undertaken as a joint endeavour of the teachers, training colleges, universities, Inspectors and Principals. The Institutions applying for "accreditation" should be judged by this criteria and the "accredited" school should remain so for a period of five years, after which if it wishes to continue in that position, it could apply afresh. (Para 68, page 89.)

Chapter X

54. The object of National Planning is the development of heavy industries — "an essential condition of self-reliant and self-sustained growth". This naturally will require the best trained, the best talented personnel to man the top-most posts, such as scientists, engineers, technicians, administrators, planners and economists. On the quality of these persons will depend the quality of work discharged at the highest level. It is, therefore, very essential that utmost care and attention is shown to the education of the specially talented and the gifted. (Paras 69, 70 and 71, pages 90-91.)

55. Special schools should be opened for the specially talented and gifted boys and girls, the number of institutions depending upon the funds available for the purpose. The students should be admitted to these schools strictly on merit, determined through a one-day State-wide selection test of such students reading in Class VIII as wish to appear for the test. All the cost of education in these schools must be borne by Government. (Para 72, page 92.)

56. Intermediate Examination (Advanced level) may be started for the students in these special schools. (Para 73, pages 92-93.)

57. Great concern has been evinced in advanced countries for properly nurturing their talent ones and to see that such pupils are properly educated. If it is a problem for advanced countries to find enough talent of the highest order it should be more so for us and we should give sufficient thought to it. (Para 80, page 100.)

Chapter XI

58. The majority opinion recommends that there should be one Central Board known as State Board of Education whose function should be policy making, co-ordination with the sub-boards, paper setting, etc. The rest of the functions should be entrusted to various sub-boards to be formed in the manner shown in the succeeding recommendation. (Para 82, pages 102-105.)

59. The following sub-boards may be created :

(a) A sub-board for Intermediate Examination.

The following sub-boards for High School and Junior High School Examination comprising the districts of :

(a) Meerut, Bareilly and Naini Tal, Regions.

(b) Allahabad, Agra and Lucknow Regions.

(c) Varanasi and Gorakhpur Regions.

NOTE—Recommendation for School Text-Book and Curriculum Corporation has already been made earlier.

The sub-boards for High School Examination shall also conduct the Junior High School Examination within their jurisdiction. The Boards so created shall have administrative and fiscal autonomy. [Para 83 (i) to (v), pages 105 and 106.]

60. The constitution of the various Boards has been drawn in [Para 83 (vi), pages 107 to 109.]

61. Mechanisation and modernisation of the processes is favoured. An Electronic Computer should be installed at one Central place for the present till the sub-boards have grown in experience and size to have computers of their own. [Para 83 (vii), page 117.]

62. Building and equipment requirements of the proposal have been worked out. It is further recommended that a ratio of 1 assistant for 1,000 candidates may be maintained to cope with the increasing work of these sub-boards. [Para 83 (ix) and (x), pages 110-112.]

63. *The Minority View*—A minority of the members have dissociated themselves from the recommendations 49 to 53. According to them only one Board should be retained which, with mechanization, reform in examination and minor adjustments, should be able to cope with all the work for a number of years. They suggest functional division of work and agreeing to a separate body for Curriculum and Text-books. They further suggest that a similar high power body should deal with the recognition and accreditation of Schools. (Para 84, pages 112-116.)

64. A State Advisory Council with the Minister of Education as Chairman and an eminent educationist as Vice-Chairman and including representatives of Vice-Chancellors, Teachers, Managements, etc. is recommended. (Para 85, page 116.)

Chapter XII

65. The working of the Intermediate Education Amendment Act, 1958, has not given complete satisfaction to the teachers, the Department and the Government, while the managers have felt bitter about some of the provisions in the enactment. (Paras 86, 87 and 88, pages 118 to 122.)

66. Some of the main defect in the working of the Act have been enumerated. (Para 92, pages 122-123.)

67. It would not be possible to make the objectives of the provisions of the Act achievable by providing common sets of rules to govern all institutions. Classifications of Institutions will have to be done on objective criteria and more freedom category. (Para 93-94, pages 124 to 126.)

68. District Selection Committees for teachers should be formed for appointing teachers who should also consider transfer applications. Institutions not desirous of making appointments through these selection Committees, may be permitted to follow the existing procedure. (Para 97, pages 127-128.)

69. Appointment of Principals/Headmasters should be made through the State Public Service Commission. (Para 98, page 129.)

70. The teacher-management relationship is a very special type of partnership and is not to be regarded as the "employer-employee relationship". (Para 99, pages 129-130.)

Chapter XIII

71. While increasing funds have been provided by Government for the distribution of grants-in-aid and the manner in which the grant is assessed has not given satisfaction to the managements. Some of them feel that they are not being getting even some of the committed charges that Government have promised to reimburse to them. [Para 103 (i) and (ii), pages 134-135.]

72. The policy of decentralisation introduced recently for the sanction of grants needs to be extended to the sanction of recurring grant also. This must accompany sanction of necessary and appropriate staff for the Regional and District Officer. [Para 103 (iii), page 135.]

73. There is a need for categorisation and classification of institutions for grant-in-aid purpose. [Para 104 (ii), page 136.]

74. Higher category of institutions may be allowed to charge higher fees up to the maximum of double the rates prescribed for other schools. Enhanced fees may be utilised towards payment of higher salary and grades to the members of the staff. [Para 104 (iii), page 136.]

75. Fees prescribed in the Junior High Schools of local bodies should be the same as those in other schools. [Para 104 (iv), page 136.]

76. Balance of all the fees excluding the refreshment fee may be transferred to the "maintenance fund" after the end of financial year. [Para 104, (vi), page 137.]

77. The idea of 'matching grant' has not worked satisfactorily in practice and it has given rise, in quite a few cases, to malpractices of various kinds. Institutions should be allowed to charge fees for building up their contribution to the 'Matching Grant'. The rate of other fees that is current need to be assessed afresh so that it could be related to the actual requirement. (Para 105, page 137.)

78. Control and check should be exercised on the growth of institutions so that we could utilise our meagre resources most profitably. (Para 106, page 137-138.)

79. Before closing our report we wish to express our gratitude to all those those in various ways have helped our inquiries, various associations, experienced and retired educationists, principals, teachers and managers have submitted their views on the problems before us. The Principals Association of Allahabad submitted their views to us in great detail and with professional competence. We should like to thank explicitly those persons who agreed to associate themselves with the various sub-committees and particularly Sri R. K. Trivedi who in spite of ill-health headed a Sub-committee, the report of which was most valuable to us. Sri S. R. S. Nigam, Chief Inspector of Government Offices was also kind enough to help us in that Sub-Committee. Dr. Harper, Jr. by his association with a Sub-committee gave valuable advice to us on Examination reform and helped us considerably to clear our thinking on the subject. We are also indebted to the office of Education Commission set up by the Government of India which assisted us by supplying valuable literature from time to time, as also to Sri Chandiramani and Sri P. D. Shukla of Education Ministry, Government of India and the authorities of the N. C. E. R. T. We are also indebted to the various special Institutions of the Education Department and their officers for their help and suggestions given to us. We have else-where given a list of persons/Associations/Organisations who have sent their views to us.

Dr. Hardwari Lal Sharma devoted considerable amount of his time, and bore numerous personal inconveniences in assisting the Drafting Committee and our thanks are due to him. We also wish to record our appreciation of the skilled assistance provided to us by the members of the staff of the Secretary of the Board of High School and Intermediate Education, U. P., who in spite of their pressing preoccupations gladly accepted the demand put on them, and helped us in completing our work in record time which more properly should have taken at least twice as much time. Sri G. C. Srivastava, Director, English Language Teaching Institute also rendered a commendable help to the Committee. Our thanks are also due to Sri S. D. Pant who assisted us as the Committee's Secretary for some time, for all facilities that he provided to us in holding the meetings in his office. Lastly, Sri P. R. Chauhan, the Member-Secretary of the Committee deserves

our thanks for organising the work of the Committee with great care and thoroughness and for the help rendered by him in drafting and preparing the report.

(Sd.) Radha Krishna .. Chairman
 (Sd.) Madan Mohan.
 (Sd.) Jagdish Saran Agarwal.¹
 (Sd.) Virendra Swarup.²
 (Sd.) Devi Prasad Misra.³
 (Sd.) Raj Nath Kunzru.⁴
 (Sd.) A. C. Chatterji. .. Members
 (Sd.) Kanchanlata Sabbarwal.
 (Sd.) Kanhaiya Lal Gupta.⁵
 (Sd.) B. S. Sial.
 (Sd.) C. M. Bhatia.
 (Sd.) S. M. Baqar.
 (Sd.) Sri Niwas Sharma.
 (Sd.) R. B. Mathur.
 (Sd.) P. R. Chauhan .. Member-Secretary

Note—(A) Dr. R. K. Singh left for U.S.A. and could not attend any meeting after the January meeting.

(B) Dr. Gopal Tripathi, the co-opted member did not attend any meeting of the committee.

1. Signed subject to the note on pages 169-170.
2. Signed subject to the note of dissent on pages 154—157.
3. Signed subject to the note on pages 158—162.
4. Separate note attached on pages 163—168.
5. Signed subject to the note on page 171.

NOT OF DISSENT BY SRI VIRENDRA SWARUP

I have perused the draft report of the Committee and have considered its recommendations in all their respects and bearing. While I agree generally with the views expressed in the report and also with many of the recommendations made therein, I am afraid, I am unable to share the view held by the Committee in regard to the organisational set-up of the various Boards suggested in the report.

The working of the Board of High School and Intermediate Education, U. P., all these years has clearly revealed that the autonomy these Boards are supposed to enjoy is veritably a myth. The entire organisational set up of the Board is controlled by the Government and the Directorate of Education, with the result that its working is not at all on the pattern of the working of any autonomous body even similar to that of the State Universities. Unless the Board is relieved of the influence of bureaucracy its reorganisation is not likely to inspire much confidence among a vast number of those who are closely concerned with the Secondary Education in the State.

I am afraid the contemplated move to split the present Board into a State Board of Education a sub-board for Intermediate examination and three boards for conducting the High School and Junior High School Examinations on a regional basis. Such a division will cut at the very root of an uniform pattern of Secondary Education in the State and will cause to a considerable extent variations of standards in the conduct of the examinations. Nevertheless, it will have to be admitted that the ever increasing number of examinees in the Intermediate and High School Examinations being conducted at present by the Board have posed a serious problem in many respects. The solution however, offered is — if implemented will amount to a great adventure and its accomplishment will be a tremendous task. To risk the future of the Secondary Education, therefore, by an extraordinary revolutionary step would not be an experiment worthwhile undertaking. I am, therefore, of the view that within the framework of the present set-up of the Board its functions should be split up and entrusted to two boards independent of each other, viz. a State Board of Secondary Education for the Intermediate Examination and a State Board of Education for both High School and Junior High School Examinations. After this has been given a fair trial the same pattern in course of time can apply for establishing separate boards on a regional basis. In regard to the composition of each such board. I would suggest that it should have an eminent educationist as its Chairman on a whole-time salaried basis and the boards should be completely autonomous in their working, with powers to appoint and deal with their own staff. The pattern contemplated is that of an university having complete autonomy in its working in all academic matters.

The present composition of the Board, *vide* section 3 of the Intermediate Education Act, 1921, as amended, does not require any radical

changes. Only the Board may be strengthened by providing additional representation to the following :

State Board of Education for Intermediate Examination

1. Two teachers of non-Government school, to be nominated by the Government.
2. Two managers from the Secondary institutions to be nominated by the State Government.

State Board of Education for High School and Junior High School Examinations

1. Two Presidents of the Zila Parishad in U. P. nominated by the State Government.
2. One Mayor of a Municipal Corporation in U. P., nominated by the State Government.
3. One Chairman of the Municipal Board, U. P., to be nominated by the State Government.
4. Two teachers of non-Government Schools, one of whom should belong to a Junior High School to be nominated by the Government.
5. Two managers of Secondary Institutions to be nominated by Government.

The existing provision in regard to the representation of the State Universities on the U. P. Board should be retained without any provision attached to it.

The term of the Board should be five years as against three years at present, to enable the reconstituted boards to pursue the policy which they formulate at the beginning of their term of office.

I have perused the note submitted by Pandit Raj Nath Kunzru and I am inclined to the views expressed by him in regard to the various other chapters of the report. The drawing up of the Curriculum and the prescribing of the text-books must remain the sole concern of each board itself. Any independent organisation set up for the purpose would make the confusion worse confounded.

The Board of High School and Intermediate Education, U. P., ever since its inception has made a striking contribution in the field of Secondary Education and but for the tremendous increase in the number of examinees its reorganisation could not have even been contemplated. It is, therefore, only fair that the Committee should interfere in its reorganisation to such extent only as is considered absolutely necessary to remove the difficulties and problems that have crept in. This is what was exactly contemplated by the State Government as will be evident from

the relevant Government Order itself which sets its objectives in the following words :

“The Board of High School and Intermediate Education, Uttar Pradesh, was set up under the U. P. Intermediate Education Act in 1921 and has been functioning for the last about 43 years without any appreciable change in its organisational pattern. During this period ; there has been considerable expansion of secondary education. The number of recognised institutions preparing students for the High School and Intermediate examinations has increased several times and the number of students appearing at these examinations has gone up to about five lakhs. This number is increasing every year. This phenomenal expansion has posed various problems to, and has created certain difficulties in the working of the Board which have resulted in lowering its efficiency and slowing the speed of work. It has, therefore, become urgently necessary to undertake suitable steps for making the Board an effective and efficient instrument for the development of secondary education in the State in a planned manner. Improvements have to be made wherever necessary in the organisation, functioning, and procedures of the Board to enable it to function with greater efficiency and speed.

From the above it will be evident that the Committee was primarily asked to suggest steps for making the present Board an effective instrument of the development of Secondary Education in the State in a planned manner. The revolutionary and radical changes contemplated in the report, therefore, will not be in consonance with the intention of the Government, nor, in conformity with the letter and spirit of the Government Order on the subject.

(Sd.) VIRENDRA SWARUP.

NOTE BY SRI DEVI PRASAD MISRA

Recommendations about gifted students (Chapter X), Accreditation of Schools (Chapter IX) and categorisation of private managements, (Chapter XIV) will lead to discrimination and segregation and offend our national policy of social justice and equal opportunity. Moreover, they will not benefit even those whom we will select for special treatment. They will certainly heighten the gap between the fortunate and unfortunate.

Chapter X—Education of the gifted (54, 55, 56 and 57). It is not easy to define the gifted. Even those who rely upon IQ differ on cut-off points. Thus I.Q. level 140 was used by Terman, 130 by Baker and Hollingworth, 125 by Danielson and Norris and 110 by Bentley. Osburn and Rohan have suggested that children with special artistic and mechanical talents be included among the gifted with lower IQ. The intelligence tests are losing trust and now screening includes Teacher's judgments, data from achievement tests and school records, age-grade placement and various items indicative of physical social and intellectual maturity.

The Russians do not believe in inborn intelligence and think that IQ by under-valuing the contribution of learning limits the child's chances from the start and so are totally against streaming and special schools except for the Handicapped, cadets and artistically gifted. Khrushchov in his "revisionist" mood wanted to extend the system of special schools for the gifted to include scientists as well as artists, but his proposal was adopted in 1958.

America, which is enormously rich and can afford all kinds of doubtful experiments, has not started special schools on a wide scale as there is much disagreement concerning the means of providing the best education to the gifted. Most educationists now advocate acceleration, enrichment, ability grouping and several types of special programmes for the gifted. Acceleration for the gifted and repeat for the slow are suited to India also.

A developing nation like India should be in search of special aptitudes and its necessity is mass and universal education rather than the education of the selected few. Britain which was so proud of its public schools is coming round and is spending more on Technical and modern comprehensive schools. Professor J. A. Lauwary's of London University is expressing the view of modern Britain which is trying to live without colonies and empires when he says:

"Selective education, considering only the production of an elite and ignoring the needs of the masses, does not provide a base broad enough or strong enough to sustain a flourishing modern economy. Equality of educational opportunity is not only just and fair, but essential to national success and perosperity."

Our education, unless it is mass in character, cannot attain our social aims. Professor Nigel Grant of Scotland is expressing our needs when he says :

"A selective system might conceivably produce the required intelligents and specialists -- though even this is doubtful in an industrial society there has to be a large number of technicians for every technologist and post of skilled workers for every technician, if their work is to be at all effective. Consequently education has to raise the entire population to a high level as possible or the training of specialists is bound to prove futile in practice.

Selective education proves very harmful in the end. The French with their lycees and culture suffered badly in the two wars and the Algiers Education Commission admitted that it was all due to its selective system of education.

The defeat and the tyranny would not have been what they have been, but for the faint-heartedness, the default or the reason of the controlling groups in the navy and army, in politics and finance, in industry and commerce. Those who could claim to have come from the summit of our educational system are those whose cowardice has been most scandalous."

Chapter IX—Accreditation of Schools and (51, 52 and 53).—In most countries the responsibility for the maintenance standards in secondary education lies with government agencies. In the U. S. A. this responsibility is divided among the following agencies :

- (i) State Departments of Education ;
- (ii) Institutions of higher learning .
- (iii) State associations of specialised schools ; and
- (iv) Regional Associations of Colleges and Secondary Schools.

The need for Accreditation was felt there to save the public from "Diploma Mills" and their perpetration of educational fraud. The rise of accrediting bodies with extra-legal control over the quality of higher education appears to be the blending of two different American sentiments. First the fear of Governmental interference in the educational affairs, second the emergence of public belief in the advantages of social living. The U. S. A. is trying to transplant this system in other countries such as Japan, India and Egypt. Conditions in India totally differ, here there is universal accepted examination system — High School, Intermediate, B. A. and M. A. Inspection and supervision is done by the Education Department, courses are prescribed by it, and they are accepted and none mistrusts the Government and its machinery. Accordingly either there is any need of accreditation nor it will fulfil the aims desired. What we need actually is the reform of examination and more strict and widespread system of effective inspection and supervision.

In Indian schools, the principal is the most over worked man, he is always tied with the office and correspondence and gets no time either for guidance or supervision. The most urgent need is to give him a Vice-Principal to whom he may delegate his duties.

The standard depends upon teaching and more on the work done by the students. It is strange that the Committee which recommended the Accreditation giving 100 per cent responsibility to some schools was opposed to the suggestion that some credit should be given to class work and teacher's opinion in our schools. In Russia students not getting 100 per cent marks in conduct based on work and behaviour, are not allowed to appear at the final examination. Here the mistrust of the teacher is so great that his opinion is never taken into account — even when class promotions are made. If this mistrust continues the standard will never rise.

Chapters XII—XIII Intermediate Education Act (67, 73 and 74) and grant-in-aid—British rulers did not take the responsibility of educating India. They opened a High School at the District Headquarters to serve as a model and left the secondary education to guardians and their leaders, but they were honest and confessed their limited aim and responsibility. The policy of the National Government has not changed a bit, but pretensions and claims are on the increase.

In democracy education is a Government responsibility, private minority schools are tolerated on the ground of different religion and culture and that too on the demand of the communities concerned, but our privately managed schools are altogether different, they are either commercial concerns or exist for distributing patronage to the relatives or caste-people. Political parties own some to get help in elections. They provide so called education at the cheapest cost and the Government takes the credit. But the harm that is being done to the nation is incalculable, evils of caste, communalism, corruption germinate here and then spread all round to pollute the whole atmosphere and ruin our mental health.

Some managers, knowing that the Government is weak and can never punish those who defy rules and disobey orders, have decided to oppose the Act and harass the teachers. It is strange that the committee has praised them and has chosen them for special treatment under the plea of categorisation of schools (67). It recommends they should be exempted from the provisions of the Act and as if to reward further their spirit of defiance of the Government orders, it has been suggested in Chapter XIV (73 and 74) that they should get more grant and should be permitted to charge fees at the higher rate. But it is discrimination pure and simple and not only against the spirit of democracy, but repugnant to the ideals of social justice and equal treatment.

India is a socialist democracy and so it must give equal opportunity of education to all children. Equal opportunity includes school building, equipment staff and conditions of teaching and service of the same standard. Either schools should be nearer the home or children must get the facility of free travel which they enjoy today against law.

If it is accepted, existing dualism between the Government and non-Government schools must vanish without further delay. If the cost is much it should be shared by the State, Centre and local authority on the pattern of America, where school districts are different from the administrative ones and have power to levy Education Cess.

D. P. MISRA.

NOTE BY SRI RAJ NATH KUNZRU

At the end of Chapter 2—I shall add the following :

Sections 16-A to 16-I of the Amendment Act do not provide any scheme of improvement in education itself. They only confer Dictatorial powers, quite unlimited and undefined, on the officials of the Educational Department. It is the limit that they can even make appointments of the staff of the Aided institutions of the recognised Institutions even if they are not aided. It divests the managements of all authority and power to control their staff and institutions. It is illogical and inept that the private managements should thus be divested of reasonable power and authority of central and made objectly subservient to the officers of the Educational Department, who in their term are invested with unlimited and undefined powers. Such vicious dyarchy has nowhere succeeded and could not succeeded in the present instance. Dictatorship has nowhere succeeded and consequently the Dictatorship established by the Amended Act has failed as has been admitted in this report later. It is the limit of anxiety to bestow unquestioned authority on the official of the Education Department that vainly the jurisdiction of the Courts has been attempted to be excluded by the provisions of the Amendment Act and by the Scheme of Administration the power of adjudication of civil disputes also have been conferred on the officials of the Education Department. The position is that by a judgment of the division bench of the High Court, section 16-G, has now been made ineffective. In the words of Sri J. P. Naik, Member-Secretary, Education Commission, the act has created an empire in Education in which not a leaf is permitted to drop without the consent and approval of the Department of Education. The natural consequence of such a thoughtless policy is that even the good and successful institutions are killed and destroyed. Quite naturally the Amended Act has failed to provide any solution to any problem, on the contrary, it has added fresh difficulties and problems as has been frankly admitted in this report later.

It will be pertinent to quote the observations made in this connection, by the *Times of India* on June 1, 1960, "Measures of Control, however, well intentioned, are not a complete answer. The U. P. and Bihar laws involve a major issue of equity. They do not apply to schools administered by the religious and linguistic minorities, since these Institutions are protected by the constitution irrespective of the merits or otherwise of their managements. This means the majority community is in a sense victimized on the assumption that the management is confined only to a certain group of schools. Moreover, it needs surely to be asked whether a general improvement in the system and standard of management cannot be brought about by a judicious use by the State of the power of supervision and inspection it already enjoys. There is no assurance of better management in vesting the Government with a

wide range of arbitrary powers. Schools management, indeed, will find it difficult to function as it should if it is subjected at every time to Government control This act cannot be justified on the ground that the schools derive the greater parts of their funds from official grants which are on the whole insignificant. The attempt to impose the main burden of the Secondary Education on private societies and to reduce them to the level of official agencies is both inept and unjust. Such a policy cannot possibly solve the main problems by which the Secondary Education is beset. Among these is the basic one of an appropriate financial outlay without which in the first place nothing can be done. That is the responsibility of the State of which the authority should be fully aware."

The act has completely failed. It has given satisfaction to no quarter. It has done no good, on the contrary it has done a great deal of harm and given rise to fresh complications and difficulties. In fairness it deserves to be repealed and scraped.

Chapter VII-A, pages 54 and 55 paragraph 42 (iv)—I agree with the complaint and the necessity of putting an end to the present unwholesome practice. It may not be the Universities which may be of help in this connection. It is only the department of Education which can take proper remedial measures. When a fresh application for a new affiliation is made the panel of Inspectors generally includes an official of the Education Department. He can report against the affiliation being granted. Moreover, I feel the transfer of property and assets of an Intermediate College to Degree College, should always be subject to the approval of the Education Department. If such approval is not cheaply allowed, the complaint may be removed. In cases in which a transfer without approval may be made, the recognition should be possible to be withdrawn by the Board.

Chapter VII-B, page 51 (ii)—The I. S. I. quality marked Science equipment is not available in the market. At any rate I have enquired and found that in Agra it is not available. Unless such equipments can be made available it will not be right to insist on its purchase. On what principles and consideration the grants for Science under the scheme of Crash Programme are distributed is not known. Well established and efficient institutions have failed to receive the grant. It is grossly unfair that it is used as a lever for imposing the scheme of administration which must go if Education is to thrive.

Chapter X—I am not in favour of the creation of separate institutions or the "Gifted". At present it is politics alone which influences all our activities in every sphere of life. Now where politicians and legislators possess such exaggerated influence and importance as they do in our country. As such it will be difficult to make the selections and define admissions to those who are selected on merit.

Chapter XI—I must oppose official Chairman being appointed for the Board and the Sub-Boards. It has been admitted that the Director is much too busy to devote full attention to the work of the Board which needs whole time attention. Only because he is considered to be a link with the Government and the Department of Education is no sound argument at all for retaining him and other officials of the Board in the Office of the Chairman. There is need for whole time Chairman being appointed with proper knowledge and experience who may be able to offer independent advice and guidance which surely lacks in the field of Education in our State. It is not only an official Chairman who can constitute a proper link with the Government and the Education Department, but who ever may occupy that position can easily form this link. The Chairman of the Board in Rajasthan is a non-official. He forms this link and gives ample satisfaction with his work. There is, therefore, no reason to fear that with non-official Chairman any disaster can overtake us. On the contrary I am sure a non-official will be able to introduce fresh life and vigour in the Board and our Education which are badly needed at the present moment. Under official shade proper growth and development of Education is never possible. Bureaucracy is the antithesis of Educational growth and an official can only think in terms of bureaucratic powers and authority wherever he may be. I insist that the various Chairmen should only be non-officials and the Secretary also should not be an official of the Education Department, but should be appointed in the manner in which the Registrar of University is appointed.

Undue and unfair importance and prominence has been given in the report to the views of the minority. In fairness and in consonance with usual practice the minority should have been allowed to express their view by a separate note of their own only. It is wrong and totally unacceptable argument advanced by the Minority that it is only under Government service that the efficiency of the staff may be expected. This means that all Universities and public bodies may be officialised and we may not even have a democratic form of Government. I doubt if this kind of argument will find acceptance in any quarter. It is not humanly possible to control the Education and Examination of 15 or 20 lakhs annually.

On the Sub-Board for Intermediate Examination there must be two managers and two teachers like other boards. There is no reason why in this case only the representation of one should be considered sufficient. The representation of the Regional Inspectress of girls schools and the District Inspector of Schools may if necessary be omitted.

Chapter XII, page 96, para 96, page 126—There should never be any scheme of administration of the contemplated variety. In fact, it is this scheme which has been mainly responsible for acute difference

prevailing in the Educational institutions in the present moment. The practical and acceptable way of meeting the situation will be that the Government may arm itself with proper power and authority to step in, in cases in which in spite of warning the officers of an institution may go wrong. Whatever, may be the view of the Committee if this obnoxious scheme of administration is retained, difficulties will abound and under its cover, the officials will try to secure all sorts of authority and power to themselves to the Chagrin of the managements. The regional Constitution to the scheme of administration shall count as such.

I am emphatically opposed to the formation of the District Selection Committee for teachers. Every institution is sure to oppose it and opt against it. The right course will be, that proper qualifications be laid down and the managements be left free to make their own choice accordingly. Their choice should in no case be fettered. As a matter of fact no teachers of proper calibre are at all available and the selection is, therefore, to be confined to the indifferent lot which may be available. The complaints against selection for appointments are needlessly exaggerated. Even where experts are appointed on selection committees by statute as in the Universities the complaints are not eliminated. Moreover, the experts and members of special committees are also human beings not free from the usual human weaknesses.

By no means should the selection of heads be made by the Public Service Commission. The proposal which was originally made, as far as I remember was that the Public Service Commission should prepare a panel of approved candidates from amongst whom the heads could be appointed without further references. The report has gone one step further. I oppose the proposal. There is no reason why the choice of managements for a qualified appointment should at all be fettered. The difficulty is that although we have non-official regime in our country, a non-official who does not occupy a chair of Minister or a salaried officer, is distrusted. The moment he becomes a Minister or a paid officer he by magic becomes fit for the trust to be placed in him. This is illogical and pernicious. When we repose trust and confidence in Panchayat and block committees, surely trust cannot be refused to be reposed in the management of Educational institution. It is not fair to place every reliance on exaggerated and interested reports of which there is no dirth at the present moment.

Chapter XIII, page 133, para 101 (vi)—In fairness, not only 88 per cent, but 100 per cent of the institutions which conform to the rules and regulations should receive proper grant-in-aid. It is unjust that 12 per cent of the institutions are not receiving any grant-in-aid. This deficiency deserves to be looked into and removed.

Para 102 (6)—When the scales of pay are mandatory there is no justification for only three-fourths of the grade increments of the teachers

taken into account for purpose of grant-in-aid. The honest and well-managed institutions are in this way more hardly hit than others. The present practice constitutes a punishment for a good turn. It is insisted that the full amount of increments must justly be taken into account for the purposes of grant-in-aid.

Page 135, para 103 (ii)—It is a fact that the Committee charges on certain items like the reimbursement of fees are not paid. As for instance the loss of fees in Class VI is not made good in spite of a very clear assurance. Repeated representations have been of no avail. The finances of the Institutions are badly affected in this manner. The Government must honour their commitment and pay the loss or withdraw the concession. The concessions cannot be granted at the cost of the institutions, and the credit won by Government.

Page 137, para 105—The prices and requirements have considerably increased. The present charges are not sufficient to meet them. Therefore, not only the Science fee, but also fees for Games, Pankha, and Examination, are in urgent need of an upward revision.

RAJ NATH KUNZRU.

27th November, 1965.

NOTE BY SRI JAGDISH SARAN AGARWAL, M. L. A.

While endorsing the report in general, I am constrained to express my disagreement with some of the conclusions for reasons mentioned very briefly hereunder :

1. I do not agree with the conclusion that vocational or industrial education should cease to be the concern of the education department as heretofore and be left to the charge of respective departments of the State. I do realise that vocational education such as is being imparted today is not serving the desired purpose, but I feel clearly that taking away from the education department is not proper remedy.

On the other hand I think that to have better results and coordination, it is necessary that all the education whether general, technical or vocational must be the concern and responsibility of the education department which can be guided by expert advise in different spheres.

2. In Chapter IX, relating to accreditation of schools while eulogising the ideal. I have great doubts about its practicability under the present circumstances which are not likely to change substantially for very long time to come. I, therefore, wish to emphasise that this scheme should not be even experimented unless the situation rendering its working is fully assured. Any half-hearted move will lead to chaos.

3. In Chapter XI, formation of a State Advisory Council of Education has been recommended. Here I wish to emphasise unless it is possible to vest this council powers to guide the education in the State, it will not be worthwhile to form such a body, which will in that case apart from inflicting an unnecessary strain on public exchequer, will create duplication in work.

4. The Committee has recommended formation of the district Selection Committee for teachers. I am sorry to note that the views expressed in the Committee on the subject had not been adequately recorded. The necessity for considering this alternative to the existing practice arose out of the complaint by some managements that approval of the District Inspectors of Schools leads to unnecessary and avoidable delays.

The remedy suggested is many times worst that the present position. It will create very serious complications and introduce District Politics into selection of teachers. These selection committees will become hot-bed of politics. All the institutions in a District generally make appointments more or less at the same time. It will be practically impossible to make appointments in time. A committee of three non-officials interested with the job of selecting teachers of 30 institutions cannot complete the job even if it sits continuously for two months.

What practical difficulties are experienced in holding meetings for appointments of principals where only one non-official member for the panel is taken, should clearly open our eyes. The more I examine this suggestion I find it full of most dangerous potentialities both for the teachers and the managements. I wonder whether the recommendation in this behalf carries the unanimous views of the members of the committee. It was quite stoutly opposed. In any case I beg to express my disagreement with this recommendation with all the vehemence I am capable of.

I wish that instead of suggestion such a complicated procedure which is fraught with such great consequences, institutions should be given greater freedom in matters of appointments with rigorous emphasis on the fulfilment of necessary minimum qualifications and norms which may be revised from time to time.

J. S. AGARWAL.

27th November, 1965.

NOTE BY SRI KANHAIYA LAL GUPTA

It is not without a certain degree of hesitation that I write this note. The Chairman and other colleagues on the Committee have tried so keenly to reflect in the report the greatest common measure of our views, that I would have been happy to sign it unreservedly. But there are a few points, on which, I owe it to the Committee to put down my views.

It has been suggested in Chapter IV, that recognition of Junior High Schools may be entrusted to regional bodies. I do not agree with this view, because I feel the present system of recognition by District Inspectors of Schools is working quite smoothly and the centralization recommended will cause delay and inconvenience without any compensating advantages. It will also add to the burden of regional bodies, which in this case will be the Sub-Boards, charged with the task of examination of High School and recognition of High Schools and Intermediate Colleges with expansion of education the latter two assignments will by themselves be quite heavy.

I also do not agree with the view that examination at the end of Class VIII may be gradually transformed into a terminal public examinations for *all* children. We already have two public examinations at the end of Class X and XII. Frustration and wastage resulting from the high percentages of failures in these is already assuming alarming proportions and the demand for flexibility is gaining ground. It being so, addition of a third tier hardly appears to be beneficial. Moreover, with the rapid growth in numbers, this by itself will impose unmanageable burden on the regional bodies. It should also be unnecessary in view of complete absorption and integration of these classes with the second level of education conceived by forming in the report. Reliability can be achieved by forming groups of manageable numbers of institutions for the purpose of these examinations within the districts with the help of District Inspector of Schools.

I also beg to differ with the view contained in this very chapter that vocational and Industrial education, instead of being the responsibility of the Education Department, should preferably be left to the respective departments of the Government. I do not see how is this reconcilable with the suggestion that there should be provision for easy changeover from technical to general education and vice versa at appropriate levels. Moreover, as in the past this arrangement leads to artificial compartmentalization. To keep pace with advancement in Science and Technology the need for imparting of "work-experience" to all children, at the second level will demand creation of general and technical institutions in close proximity under same or closely knit administrative units. This will not be easy to achieve under the arrangement suggested in the report. I hold that education of all types catering

for the 11-18 age group should be comprised under second level and be brought under the control of the Education Department which should have consultative Committees with technical personnel drawn from related fields and departments.

In Chapter X, it has been recommended that special schools should be opened for the specially talented and gifted children. I doubt if the proposal will lead to "total betterment of education" or to speedier development of industries or the production potential which is its main aim. I think the risks inherent in the suggestion, (which have even been enumerated in the report) outweigh advantages which may prove illusory. One more aspect, which deserves consideration is that drawing away the talented children from the common schools, will deprive the students and the teachers thereof of those day to day challenges which stimulate effort on their part and in consequence, their level of performance, and hence the general level of education, may go down still further. I would, therefore, plead for a very cautious approach, in the shape of a few pilot projects in select areas rather than a wholesale implementation. For society must grow in totality. Social advancement is essentially a process of interaction and to be realistic, it must be conceived as broadly as possible. While the talent must not be allowed to be smothered by the many, the many should also not be smothered by isolation of the best. Even production in a factory is not so much a function of the calibre at the top as that of the skill at the base.

One of the main objectives for the formation of this Committee was to advise on the reorganization of the Board. This part has been mainly dealt with in chapter eleven, which is comprised of a majority view and a "minority view". But for our limitations, we would have liked to thrash out these "views" still further to narrow down the gap.

I am unable to appreciate the advantages of retaining the control of the Intermediate examination centrally at Allahabad, while breaking up the control of the High School examination into three places. This would mean so much of avoidable dual direction, overlapping and wastage. We have large number of mixed centres. They will be receiving instructions and papers from the central as well as the regional Sub-Boards and will have to submit return, etc. also separately. Even at present the Centre Superintendents, who are heads of institutions, are kept constantly bothered, at the cost of their more important work, by time consuming, details of these examinations throughout the year. This split-control would only add to their burden without any compensating gains.

Moreover, this may lead to duplication of Committees also for appointment of examiners. I do not see why the argument of unmanageability and delay which are responsible for breaking up the High School control do not apply to the Intermediate examination. Figures are here to show that the numbers in Intermediate alone will soon swell to the

present total in a matter of few years. I would, therefore, plead for a simultaneous transference of the Intermediate examination also to the three regional Sub-Board.

The constitution of the State Board deserves a rethinking. Some State-Board have non-offical educationists as Chairman and the arrangement has proved more efficacious. Our experience of having the Director of Education as (*ex officio*) Chairman in this State has not been happy. The only advantage of his providing a link between the department and the Board is more than off set by his obsession of the departmental view point, his inability to find the time to attend to even very important duties as Chairman resulting inordinate delay in execution of decisions and resultant loss to students. It is high time that the State Board, conceived as the one regulating and supervisory body of secondary education, with completely autonomous status, should have a whole-time non-offical, eminent educationist as its Chairman. With the Director as Chairman, this autonomy will lose all its import.

One of the main drawbacks of the present Board has been that the worker in the field, i.e. the teacher does not have his due share in its working. The new composition also provides no cure. Each University will have a representative on it, but there will be only two teachers. Teacher's and Manager's Associations, as such have not been represented. We should profit by past experience. Enlisting a bulk of persons who have, but a fleeting interest in secondary education, to the exclusion or nominal representation, of the worker in the field has already proved too harmful. The mistake may not get repeated. The Chairman of the Recognition and Accreditation Committee should also be on the State Board.

As regards recommendations relating to the Intermediate Education Amendment Act, I think, the whole subject urgently deserves a more thorough treatment which was not possible within the allotted time. While I agree with the spirit of the recommendations, I have grave doubts about the workability of the suggestion for appointment of teachers through District Selection Committees and that of heads through Public Service Commission.

Time permitting the Committee might have liked to go into certain other connected questions. One such question being the advisability of excluding certain categories of institutions (e.g. local bodies institutions) from the purview of the Act. These and many other related matters arising out of the enforcement of the Act should, however, soon be subjected to detailed deliberation in the interest of smooth working of secondary institutions.

The question of organizing an efficient health service for school children in U. P. is also one subejct which brooks no delay.

I shall conclude this note without alluding to other minor disagreements, with reiteration of my deep appreciation for the effort the Chairman has made me to come to agreed decisions on some of the difficult questions coming before the Committee.

K. L. GUPTA.

APPENDIX I

Government Memorandum Appointing the Committee

UTTAR PRADESH SHASHAN

SHIKSHA (KA) VIBHAG

No. AI-5078/XV-1590-1964. Dated Lucknow, November 25, 1964.

OFFICE MEMORANDUM

The Board of High School and Intermediate Education, Uttar Pradesh, was set up under the U. P. Intermediate Education Act, 1921, and has been functioning for the last about 43 years without any appreciable change in its organisational pattern. During this period, there has been considerable expansion of Secondary Education. The number of recognised Institutions preparing students for the High School and Intermediate Examinations has increased several times and the number of students appearing at these examinations has gone up to about five lacs. This number is increasing every year. This phenomenal expansion has posed various problems, and has created certain difficulties in the working of the Board which have resulted in lowering its efficiency and slowing the speed of work. It has, therefore, become urgently necessary to undertake suitable steps for making the Board an effective and efficient instrument for the development of Secondary Education in the State in a planned manner. Improvements have to be made wherever necessary in the organisation, functioning, and procedures of the Board to enable it to function with greater efficiency and speed. For bringing about the desired improvements in these directions, it has been found necessary to undertake a detailed examination of the organisational set up and functioning of the Board through a Committee of officials and non-officials, which may also suggest the steps to be taken for achieving the desired objectives. The Governor has accordingly been pleased to appoint a Committee of the following persons :

1. Sri Radha Krishna Agrawal, Chairman, Public Service Commission, Uttar Pradesh, Allahabad .. *Chairman.*
2. Sri Madan Mohan, M. L. C., Chairman, University Grants Committee, Uttar Pradesh, Allahabad. .. *Member.*
3. Sri Jagdish Saran Agarwala, M. L. A., Alamgiri Ganj, Bareilly.
4. Sri Virendra Swaroop, M. L. C., Advocate, 15/96, Civil Lines, Kanpur.

5. Sri Devi Prasad Misra, M. L. C., President, Madhyamik Shikshak Sangh, Principal, T. N. Mahavidyalaya, Tanda (Faizabad). Member

6. Sri Raj Nath Kunzru, President, U. P. School Managers' Association, Chilli Int. Road, Agra. ..

7. Dr. A. C. Chatterji, Vice-Chancellor, Gorakhpur. ..

8. Km. Kanchanlata Sabbarwal, Principal, Mahila Degree College, Lucknow. ..

9. Sri Kanhaiya Lal Gupta, Principal, Municipal Inter College, Vrindaban. ..

10. Dr. R. K. Singh, Principal, Balwant Vidyapith, Agra. ..

11. Sri B. S. Sial, Director of Education, Uttar Pradesh, Lucknow. ..

12. Dr. C. M. Bhatia, Deputy Director of Education (Finance), Uttar Pradesh, Allahabad. ..

13. Sri S. M. Baqar, Deputy Director of Education, Gorakhpur. ..

14. Sri Shri Niwas Sharma, Deputy Director of Education, Varanasi Region, Varanasi. ..

*15. Sri S. D. Pant, Secretary, Board of High School and Intermediate Education, Uttar Pradesh, Allahabad. Member-Secretary

2. The terms of reference of this Committee shall be—

(1) to examine the existing organisation and working of the Board of High School and Intermediate Education, Uttar Pradesh and to suggest steps for improving its efficiency and speed of work;

(2) to make recommendations on all such ancillary and incidental matters including reorganisation and decentralisation which may be necessary for the proper implementation of the suggestions which the Committee makes under item (1) above; and

(3) to indicate the financial and other implications, if any, of the suggestions or recommendations which the Committee makes under items (1) and (2) above.

3. The Committee will have its Headquarters at Allahabad, and will submit its report within (**1) four months from the date of its first

*Sri P. R. Chauhan was appointed Member-Secretary vice Sri S. D. Pant, who ceased to be a member, vide Government Memorandum No. AI-675/XV-1590-1964, dated March 6, 1965.

(**1) The term was last extended up to November 30 1965 vide G. O. No. AI-5036/XV-1590-1964, dated Lucknow, October 22, 1965.

meeting. The Committee may also, if it considers necessary co-opt up to two additional (**2) members whose associations with it, the Committee may consider useful. The term of these co-opted members will expire on the date on which the term of other members of the Committee expires.

4. Under rule 20 (b) of the Financial Handbook, Volume III, the Governor has been pleased to decide that the non-official members of the Committee including co-opted members shall be regarded as belonging to the first class for the purpose of calculating their travelling and daily allowances. Travelling allowance at the ordinary rates will be admissible to them only from and to their usual place of residence and where concessional fares for return journey are allowed by the Railway, travelling allowance will be limited to the actual cost of the return ticket plus incidental expenses at the rates admissible to Government servants of the first class. The official members shall draw travelling allowance, as admissible to them under the rules, from the budget head which provides for their pay and allowance.

5. The Governor is further pleased to declare, under Rule 88 of Financial, Handbook, Volume III, that the Secretary of the Committee shall be the controlling officer in respect of the travelling allowance bills of the non-official members.

6. Sanction of the Governor is also accorded to the creation of a temporary post of clerk-cum-typist in the scale of Rs.60-3-90-EB-4-110 with effect from the date of entertainment for a period of four months for the work of the Committee.

7. The expenditure on this account will be debited to the appropriate Primary units subordinate to the Head, "28-Education-Non-Plan-E-General Charges-(d) Miscellaneous-(i) Board of High School and Intermediate Education" in the budget for the current financial year and must be met by affecting savings within the existing provision on the non-Plan side of the Education grant as a whole.

UMASHANKER,

Sachiv.

(**2) Dr. Gopal Tripathi, Principal, College of Engineering and Technology, Banaras Hindu University and Dr. R. B. Mathur, Head of the Department of Education, Lucknow University were coopted by the Committee.

APPENDIX II

Working of the Committee—Its Modus Operandi

1. The first meeting of the Committee was convened on December 24, 1964. At this meeting preliminary discussion in regard to the terms of reference and the work before the Committee were held. A steering Committee to prepare a working paper was also formed in this meeting.

The following persons were co-opted as members :

(1) Dr. R. B. Mathur, Head of the Department of Education, Lucknow University, Lucknow.

(2) Dr. Gopal Tripathi, Principal, College of Engineering and Technology, Banaras Hindu University, Varanasi.

2. The second meeting of the Committee was held on January 28, 29 and 30, 1965. At this meeting the Committee discussed its terms of reference in a general way and considered the view points put up by the members. The broader question — whether the High School Examination should be done away with was also considered. The question of large number of failures at the Board's Examinations also engaged the attention of the Committee. A suggestion in regard to selecting a few of the best schools and to grant them autonomy for laying down their own syllabi and holding examination was also considered. The question whether one Board as at present would be able to cope with the increasing work or some other arrangement will have to be worked out, also formed the main topic of discussion. At this meeting the Committee appointed the following five Sub-Committees to consider the specific matters referred to them :

(i) Sub-Committee to examine the strength of the office and the need for accommodation :

PERSONNEL

(1) Chief Inspector of Government Offices, Uttar Pradesh, Allahabad.

(2) Superintending Engineering, P. W. D., U. P., Allahabad.

(3) Registrar, University of Agra, Agra.

* (4) Sri P. C. Pandey, District Magistrate, Allahabad (*Convener*).

(5) Sri P. R. Chauhan (*Member-Secretary*).

(ii) Sub-Committee to examine diversification of courses to be assigned to respective authorities.

*As Sri Pandey, due to reasons of health could not give time, Sri R. K. Trivedi, I.A.S., District Magistrate, and Collector, Kanpur was subsequently appointed as member and convener.

PERSONNEL

Chairman of the Reorganisation Committee (*Chairman*).

- (1) Dr. T. G. K. Charlu, Director Technical Education, U. P., Kanpur.
- (2) Sri B. S. Sial, Director of Education, U. P., Lucknow.
- (3) Dr. R. R. Agarwal, Director of Agriculture, U. P., Lucknow.
- (4) Sri A. S. Malik, I.A.S., Director of Industries, U. P., Kanpur.
- (5) Sri G. N. Natu, Director, Academy of Music, Lucknow.
- (6) Dr. Gopal Tripathi, Principal, College of Technology and Engineering, Banaras Hindu University, Varanasi.
- (7) Dr. A. C. Chatterjee, Vice-Chancellor, Gorakhpur University, Gorakhpur.
- (8) Dr. A. N. Agarwal, Professor and Head of the Department of Commerce, Allahabad University, Allahabad.
- (9) Sri Dinkar R. Kowshik, Principal, Government School of Arts and Crafts, Lucknow.
- (10) Sri P. R. V. Bhiman, Director, Employment and Training, U. P., Lucknow.
- (11) Sri S. S. Sidhu, I.A.S., Secretary and Director of Cultural Affairs, Civil Secretariat, Lucknow.
- (12) The Secretary of the Board.

(iii) Sub-Committee to suggest (1) reforms in the existing system of Examination and to examine the number of candidates that can be handled by one Board with efficiency and speed, and (2) to suggest powers and functions that may be delegated to other Boards, if it is decided that one Board cannot handle candidates beyond a certain number :

PERSONNEL

- (1) Sri Madan Mohan,
- (2) Dr. R. K. Singh,
- (3) Sri J. S. Agarwal,
- (4) Sri B. S. Sial, Director of Education, U. P.
- (5) Dr. R. B. Mathur,
- (6) The Secretary of the Board,
- (7) Sri R. N. Kunzru (*Convener*).

(iv) Sub-Committee to examine the working of the present Act with special reference to the powers of Recognition and Supervision exercised by the Board :

PERSONNEL

- (1) Sri Virendra Swarup (*Convener*).
- (2) Dr. (Km.) Kanchanlata Sabbarwal.
- (3) Sri D. P. Misra.
- (4) Dr. C. M. Bhatia.
- (5) Dr. S. N. Sharma.
- (6) Sri R. N. Gupta, Retired Deputy Director of Education, Allahabad.

(v) Committee to Draft the Report :

Chairman of the Reorganisation Committee (*Chairman*).

- (1) Sri S. N. Sharma.
- (2) Sri K. L. Gupta.
- (3) Sri S. M. Baqar.
- (4) Dr. H. L. Sharma.
- (5) The Secretary of the Board.

Note—The Secretary of the Committee was appointed as the (*Ex-officio*) Secretary of all the Sub-Committees.

3. The third meeting of the Reorganisation Committee was held on August 21, 22 and 23, 1965, to discuss the Draft Report and to adopt the same. The Committee, however, after discussion of the draft report decided to redraft the report and a Sub-Committee of the following persons was appointed for the purpose :

- (1) Sri S. N. Sharma.
- (2) Dr. A. C. Chatterji.
- (3) Dr. (Km.) Kanchanlata Sabbarwal.
- (4) Sri K. L. Gupta
- (5) Dr. H. L. Sharma.
- (6) Sri P. R. Chauhan (*Member-Secretary*).

4. The draft report prepared by the Sub-Committee was considered by the Reorganisation Committee at its meeting on October 21, 22 and 23, 1965. The Committee approved the report with some modifications. The report in the final form was signed by the members at a meeting in Lucknow on November 27, 1965.

5. At the conclusion of the last meeting the Chairman thanked the members and the Secretary of the Committee for the labour put in by them under difficult circumstances. He also thanked the assistants of office of the Secretary, Intermediate Board who attended to the work of the Committee in addition to performing their own normal duties. He hoped that adequate payment will be made to them for this work. Sri Jagdish Saran Agarwal and Sri Raj Nath Kunzru also thanked the Chairman and the members. Sri Kunzru said that he had worked on all the Committees formed since 1948, and he could say that the discussions at the meetings of this Committee had been conducted in the most peaceful atmosphere.

APPENDIX III-A

Statement of the Meetings attended by the Members of the Re-organisation Committee

Serial no.	Names of Members	Dates of meetings						
		24-12-64	28-1-65	29-1-65	30-1-65	21-8-65	22-8-65	23-8-65
1	Sri Radha Krishna (Chairman)	A	A	A	NA	A	A	A
2	Sri Madan Mohan ..	A	A	A	A	NA	NA	A
3	Sri Jagdish Saran Agarwal ..	A	A	A	NA	A	A	A
4	Sri Virendra Swarup ..	A	NA	A	A	A	A	NA
5	Sri Devi Prasad Misra ..	A	A	NA	NA	A	A	A
6	Sri Raj Nath Kunzru ..	NA	A	A	A	A	A	A
7	Dr. A. C. Chatterji	NA	NA	NA	NA	NA	NA	A
8	(Dr. Km.) Kanhanlata Sabbarwal	A	A	A	A	A	A	A
9	Sri Kanhaiya Lal Gupta ..	A	A	A	NA	NA	A	A
10	Dr. R. K. Singh ..	A	A	A	NA	NA	NA	NA
11	Sri B. S. Sial ..	A	A	A	NA	NA	A	A
12	Dr. C. M. Bhatia ..	A	NA	A	A	NA	NA	NA
13	Sri S. M. Baqar ..	A	A	A	A	NA	NA	NA
14	Sri Srinivas Sharma ..	A	NA	NA	NA	A	A	A
15	*Sri S. D. Pant (Member-Secretary)	A	A	A	A	A	A	A
16	Dr. R. B. Mathur (Co-opted) ..	..	A	A	A	NA	NA	NA
17	Dr. Gopal Tripathi (Co-opted) ..	..	NA	NA	NA	NA	NA	NA
18	Sri P. R. Chauhan (Member-Secretary)	..	A	A	A	A	A	M
The following attended by Special invitation								
1	Dr. H. L. Sharma ..	..	A	A	NA	A	A	A
2	Sri S. C. Agarwal ..	..	..	..	..	A	A	..
3	Dr. Subodh Adawal ..	..	..	..	..	A	A	..
4	Sri S. D. Pant ..	..	..	..	..	A	A	A

Explanation—'A' is used for "attended", and "N.A." for not attended.

*Sri S. D. Pant ceased to be the Member-Secretary with effect from March 6, 1965 and Sri P. R. Chauhan was appointed Member-Secretary in his place with effect from the same date (G. O. no. AJ/675—XV/1590-1964, dated March 6, 1965.

APPENDIX III-A—(Concl.)

Serial no.	Names of Members	Dates of Meetings			
		20-10-65	21-10-65	22-10-65	27-11-65
1	Sri Radha Krishna (Chairman)	A	A	A	A
2	Sri Madan Mohan	NA	NA	NA	NA
3	Sri Jagdish Saran Agarwal	A	A	NA	A
4	Sri Virendra Swarup	NA	NA	NA	A
5	Sri Devi Prasad Misra	A	A	NA	A
6	Sri Raj Nath Kunzru	A	A	A	A
7	Dr. A. C. Chatterji	A	A	A	A
8	Dr. (Km.) Kanchanlata Sabbarwal	A	A	NA	A
9	Sri Kanhiya Lal Gupta	A	A	A	A
10	Dr. R. K. Singh	NA	NA	NA	NA
11	Sri B. S. Sial	NA	NA	NA	A
12	Dr. C. M. Bhatia	A	A	NA	A
13	Sri S. M. Baqar	A	A	A	A
14	Sri Shrinivas Sharma	A	A	A	A
15	Dr. R. B. Mathur (Co-opted)	A	A	NA	A
16	Dr. Gopal Tripathi (Co-opted)	NA	NA	NA	NA
17	Sri P. R. Chauhan (Member-Secretary)	A	A	A	A
	The following attended by Special invitation :				
	Sri S. D. Pant	A	A	NA	..

APPENDIX III-B

Statement showing the list of members who attended the meetings of the various Sub-Committees held on different dates

1. Sub-Committee to examine the strength of office and need for accommodation held at Kanpur on June 21 and 22, 1965.

The following attended :

- (1) Sri R. K. Trevidi, I.A.S., District Magistrate and Collector, Kanpur (*Convener*).
- (2) Sri S. R. S. Nigam, Chief Inspector, Government Offices, Uttar Pradesh.
- (3) Sri P. R. Chauhan (*Member-Secretary*).

2. Sub-Committee to examine diversification of courses held on February 23, 1965.

The following attended :

Sri Radha Krishna (*Chairman*).

- (1) Dr. T. G. K. Charlu, Director, Technical Education, U. P.
- (2) Dr. D. P. Singh, representing Director of Agriculture Uttar Pradesh.
- (3) Sri G. N. Natu, Director, Academy of Music, Lucknow.
- (4) Dr. A. C. Chatterjee, Vice-Chancellor, Gorakhpur University, Gorakhpur.
- (5) Sri D. R. Kawshik, Principal, Government School of Arts and Crafts, Lucknow.
- (6) Dr. R. B. Mathur, (by special invitation).
- (7) Sri P. R. Chauhan, Additional Secretary of the Board (by special invitation).

3. Sub-Committee to suggest (1) reforms in existing system of Examination and to examine the number of candidates with efficiency and speed, and (2) to suggest powers and functions that may be delegated to other Board, if it is decided that one Board cannot handle candidates beyond a certain number, held on April 14, and 15, 1965.

The following attended :

- (1) Sri R. N. Kunzru (*Convener*).
- (2) Sri R. K. Singh.
- (3) Sri P. R. Chauhan (*Member-Secretary*).
- (4) Sri Gurmauj Prakash (by special invitation).
- (5) Dr. A. Edwin Harper, Jr. (by special invitation).

4. Sub-Committee to examine the working of the present Act with special reference to the powers of Recognition and Supervision exercised by the Board, held on April 6, 7 (at Lucknow) and May 27, 1965.

The following attended :

- (1) Sri Virendra Swarup (*Convener*).
- (2) Sri D. P. Mishra.
- (3) Sri R. N. Gupta.
- (4) Dr. (Km.) K. Sabbarwal.
- * (5) Sri S. N. Sharma.
- * (6) Dr. C. M. Bhatia.
- * (7) Sri R. N. Kunzru.
- (8) Sri P. R. Chauhan (*Member-Secretary*).

*Attended on May 27, 1965, only.

5. Drafting Sub-Committee appointed by the Reorganisation Committee held on August 21, 22 and 23, 1965, held on September 5, 6, 7, 8, 24 and 25, 1965.

The following attended :

- (1) Dr. A. C. Chatterjee.
- (2) Sri S. N. Sharma.
- * (3) Dr. (Km.) Kanchanlata Sabbarwal.
- (4) P. R. Chauhan (*Member-Secretary*).
- † (5) Dr. R. B. Mathur (by special invitation).

*Attended on September 6 and 7, 1965.

†Attended on September 24 and 25, 1965.

APPENDIX IV

List of persons/institutions/associations, etc. who submitted their views before the Committee

1. Sri T. P. Misra, B. A. V. Intermediate College, Meerut.
2. Dr. R. N. Singh, U. P. College, Varanasi.
3. Sri G. K. Agarwal, Motilal Nehru Engineering College, Allahabad.
4. Dr. D. C. Varshney, Government Inter College, Faizabad.
5. Sri S. P. Srivastava, S. M. S. B. Inter College, Shahjahanpur.
6. Principal, J. S. Hindu Inter College, Moradabad.
7. Sri C. B. L. Mathur, Government Inter College, Agra.
8. Sri K. N. Srivastava, Queen's College, Varanasi.
9. Principal, Kashi Inter College, Meerut.
10. Sri Raza Hussain, Government Inter College, Mainpuri.
11. Sri Rahmat Ali, Qaumi H. S. S., Tanda, Faizabad.
12. Sri P. Singh, B. L. J. Inter College, Mirzapur.
13. Miss E. I. Shipstone, I. T. College, Lucknow.
14. Sri Sewa Ram, Hindu Inter College, Muzaffarnagar.
15. Sri B. L. Sharma, N. C. A. H. S. S., Chandausi.
16. Sri S. L. Parashar, Municipal Inter College, Agra.
17. Sri H. C. D. Saxena, L. P. Government H. S. S., Naini Tal.
18. Sri D. D. Pant, Municipal H. S. S., Kathgodam.
19. Sri R. P. Dubey, S. G., H. S. S., Deoria.
20. Sri B. Gupta, H. B. Inter College, Aligarh.
21. Sri M. A. Siddiqui, Government Inter College, Jhansi.
22. Sri D. N. M. Tripathi, Marwari Inter College, Deoria.
23. Sri H. D. Tripathi, H. C. Inter College, Lucknow.
24. Sri P. N. Soni, P. Inter College, Garhwal.
25. Sri E. Charan, Christian Inter College, Farrukhabad.
26. Principal, H. I. H. S. S., Naini Tal.
27. Sri R. Tewari, City H. S. S., Ghazipur.
28. Sri T. P. Gupta, S. R. M. S., Inter College, Agra.
29. Sri Tripurari Pandey, S. G. V. M. Inter College, Gonda.
30. Principal, C. B. H. S. S., Garhwal.
31. Sri Saukat Sultan, Syblee National Inter College, Azamgarh.
32. Principal, S. M. Inter College, Gorakhpur.

33. Sri B. S. Gupta, Government Inter College, Hardoi.
34. Sri S. H. Naqvi, I. M. Inter College, Amroha.
35. Sri B. S. Sharma, S. D. J. Inter College, Agra.
36. Principal, Government Inter College, Mirzapur.
37. Sri K. Mallick, H. R. N. Inter College, Basti.
38. Sri L. S. Pandey, Principal, P. N. Govt. Inter College, Varanasi.
39. Principal, Marwari Inter College, Gorakhpur.
40. Principal, Sri Omar Vaish Inter College, Kanpur.
41. Sri C. B. L. Mathur, Principal, Government Inter College, Agra.
42. Sri K. S. Asthana, Retired Principal, Prem Ashram, Sadatganj, Faizabad.
43. Principal S. G. H. S. S., Captainganj, Deoria.
44. Principal, Shibli National College, Azamgarh.
45. Principal, Public Inter College, Kotdwara, Garhwal.
46. Sri Syed Jamil Ahmad, Assistant Master, National H. S. S., Pilikothi, Varanasi.
47. Principal, T. G. C. Hindu School and J. S. Hindu Inter College, Amroha.
48. Principal, Merchants Inter College, Chilbaragaon, Ballia.
49. Principal, Harichand Inter College, Lucknow.
50. Principal, Government Inter College, Mainpuri.
51. Principal, Christian Inter College, Farrukhabad.
52. Sri D. N. M. Tripathi, Principal, Marwari Inter College, Deoria.
53. Principal, Government Inter College, Lakhimpur Kheri.
54. Principal, Isabella Thoburn College, Lucknow.
55. Principal, Maharaja Pateshwari Prasad H. S. S., Balrampur, Gonda.
56. Principal, Municipal, H. S. S., Kathgodam, Naini Tal.
57. Principal, Clancey H. S. S., Mathura.
58. Principal, Mahatma Gandhi H. S. S., Haldwani, Naini Tal.
59. Principal, Sikh H. S. S., Narangpur, P. O. Tiya, Moradabad.
60. Principal, B. S. V. Inter College, Jaspur, Naini Tal.
61. Principal, Siddiqui H. S. S., Kotwali, Ballia.
62. Principal, Hindu Inter College, Kandhala, Muzaffarnagar.
63. Principal, Ratan Sen Inter College, Basti.
64. Principal, B. N. B. Inter College, Mariahu, Jaunpur.
65. Principal, Cantt. Board H. S. S., Lansdowne (Garhwal).
66. Principal, Uma Raman H. S. S., Jamon (Sultanpur).

67. Principal, S. D. Inter College, Miranpur (Muzaffarnagar).
68. Principal, Government Inter College, Lalitpur (Jhansi).
69. Sri K. N. Srivastava, Principal, Queens College, Varanasi.
70. Principal, L. D. A. V., Inter College, Anupshahr.
71. Principal L. Bulaki Das B. Ram Sahai, Hindu Girls' H. S. S., Tilhar (Shahjahanpur).
72. Principal, D. P. S. H. S. School, Moosakhiria, Farrukhabad.
73. Principal, Shambhu Dayal Inter College, Ghaziabad.
74. Principal, Guru Nanak Inter College, Kankerhera, (Meerut)
75. Principal, Amrit Inter College, Rohana, Muzaffarnagar.
76. Lady Principal, Balrampur Girls' H. S. S., Balrampur, Gonda.
77. Principal, City H. S. School, Ghazipur.
78. Principal, Chitrakut Inter College, Karwi (Banda).
79. Principal, St. Anthony's Convent Girls' Inter College, Allahabad.
80. Principal, Government Inter College, Hardoi.
81. Principal, N. C. A. H. S. School, Chandausi (Moradabad).
82. Principal, Krishak Inter College, Mawana, (Meerut).
83. Principal, Shri Mangal Sen B. Inter College, Shahjahanpur.
84. Principal, Government Inter College, Amroha.
85. Principal, Christian Inter College, Jhansi.
86. Principal, Hindu Inter College, Dehra Dun.
87. Principal, L. P. Government H. S. School, Bhirwa (Bansi Tal)
88. Principal, Khair Inter College, Khair, (Aligarh).
89. Principal Maharaj Singh Inter College, Bahraich.
90. Principal, Ratan Muni Jain Inter College, Agra.
91. Principal S. G. S. H. S. School, Hata, Deoria.
92. Principal, Shree G. V. M. Inter College, Gonda.
93. Principal, H. B. I. College, Aligarh.
94. Principal, Kedar Nath Sekseria Arya Kanya Inter College, Agra
95. Principal, Qaumi H. S. School, Tanda, Faizabad.
96. Principal, Kanda H. S. S. School, Almora.
97. Sri J. P. Mittal, S. D. Inter College, Muzaffarnagar.
98. Sri Megh Raj Sharma, Hapur.

(ii) UNIVERSITIES, SPECIAL INSTITUTIONS AND OTHER:

1. Dr. Brij Mohan, Banaras Hindu University.
2. Dr. R. N. Misra, Varanaseya Sanskrit, University, Varanasi.
3. Dr. Balbhadra Prasad, Allahabad University, Allahabad.

4. Sri M. M. Siddiqui, Aligarh University,
5. Sri Shiva Kumar Lal Srivastava, Ex-Memr
6. Sri A. K. Sanyal, Ex-Secretary, Intermediat
7. Sri R. N. Misra, Member Board.
8. Sri K. Asthana — Faizabad.
9. Sri A. Satyanaraina — Hyderabad.
10. Sri B. N. Kar — ExMember Board, Allahabad.
11. Sri R. P. Pandey — Faizabad.
12. Dr. M. L. Bhargava — Member Board, Allahabad.
13. Sri K. P. Bhatnagar — Ex-Vice-Chancellor, Agra University and Ex-Member Board, Kanpur.
14. Sri Parmanand — Ex-Secretary of the Board, Allahabad.
15. Sri Ram Surat Singh — Senior Assistant, Confidential Section Intermediate Board, Allahabad.
16. Sri J. R. Bhatt, Nehru Road, Allahabad.
17. Sri A. P. Mehrotra, D. S. B. College, Naini Tal.

(iii) OFFICERS OF THE EDUCATION DEPARTMENT

1. Sri Nawal Kishore, Regional Deputy Director of Education.
2. Sri N. N. Verma, Regional Deputy Director of Education.
3. Sri D. D. Tewari, Central Pedagogical Institute, Allahabad.
4. Sri P. N. Tewari, Registrar, Departmental Examinations, Allahabad.
5. Sri K. N. Kakkar, District Inspector of Schools, Naini Tal.
6. Sri H. Hasan, District Inspector of Schools, Ballia.
7. Sri M. M. Joshi, District Inspector of Schools, Garhwal.
8. Sri B. M. Gupta, District Inspector of Schools, Saharanpur.
9. Sri B. L. Gupta, District Inspector of Schools, Farrukhabad.
10. Sri Y. N. Upadhayaya, District Inspector of Schools, Badaun.
11. Sri L. Chandra, District Inspector of Schools, Rampur.
12. Sri Harnam Singh, District Inspector of Schools, Lakhimpur-Kheri.
13. Sri K. Shanker, District Inspector of Schools, Mirzapur.
14. Sri A. S. K. Yussufi, District Inspector of Schools, Shahjahanpur.

(iv) ASSOCIATIONS

1. Principals of Higher Secondary Institutions, Allahabad.
2. Provincial School Managers Association, Allahabad.
3. Principals Associations, Agra.
4. U. P. Christian Council, Lucknow.