



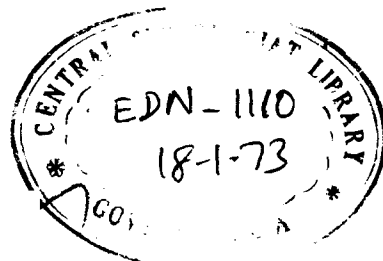
# Report

of the

## Bihar State Secondary Education Committee

*(August 30, 1961—July 2, 1963)*

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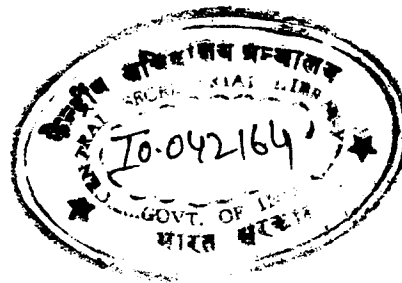
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## INTRODUCTION

### PREAMBLE, TERMS OF REFERENCE AND FUNCTIONING OF THE COMMITTEE

The Bihar State Secondary Education Committee after enquiry and deliberations presents the following report :—

#### APPOINTMENT OF THE COMMITTEE

The Government of Bihar by resolution no. 3405, dated the 30th August 1961 (Appendix A) constituted the Bihar State Secondary Education Committee to enquire and report on the terms of reference mentioned in the said resolution.

The Bihar State Secondary Education Committee appointed by the Government of Bihar in accordance with resolution no. 3405, dated the 30th August 1961 consisted of the following:—

- (1) Shri Harinath Mishra, M. L. A. and now Minister in the Government of Bihar—*Chairman*.
- (2) Shri Gorakhnath Sinha, Director, A. N. Sinha Institute of Social Studies, Patna—*Member*.
- (3) Shri K. Ahmad, Director of Public Instruction, Bihar, Patna—*ex officio Member*.
- (4) to (6) Three non-official educationists to be nominated by the Government of Bihar—*Members*.
- (7) Shri S. Thakur, Joint Director of Education (Training), Bihar—*ex officio Secretary*.

The committee was asked to submit its recommendations within four months from the date it started functioning.

The following three non-official educationists were nominated as members of the committee by Government notification no. 4380, dated the 23rd November 1961 (Appendix B)—

- (1) Rev. Father G.E. Murphy, Principal, St. Xavier's School, Patna—*Member*.
- (2) Shri Nageshwar Singh, Principal, S. K. M. Multi-purpose School, Mokameh (Patna)—*Member*.
- (3) Shri Ramakant Jha, then M. L. A., Principal, Anant College, Pandaul (Darbhanga)—*Member*.

Shri S. Thakur, B. A. (Hons), M. ED., joined after re-employment as Joint Director of Education (Training) as *ex officio* Member-Secretary on the 25th September 1961 and since then the office of the committee started functioning.

The committee as would appear from the above was appointed for four months only but its constitution itself could not be completed before 23rd November 1961. So about a month only was left for completion of its work. Accordingly its term of office was extended for a period of one year with effect from the 25th January 1962. vide notification no. 1113, dated the 25th April 1962 (Appendix C).

#### TERMS OF REFERENCE

The terms of reference of the committee were very comprehensive and for fear of repetition and covering a large space are not reproduced here. They may be looked into in Appendix A.

As envisaged in the constitution of the committee a departmental committee consisting of 11 officers of the Education Department was appointed on the 26th September 1961. The first meeting of the Departmental committee was held on 3rd October 1961. It split itself into a number of sub-committees for the purposes of drafting the questionnaire.

After inviting and incorporating comments from the members of the committee the draft questionnaire was sent for printing on the 7th March 1962. The committee expresses its thanks to the members of the departmental committee who rendered valuable help and attended nearly all the meetings of the committee.

Thus soon after its constitution the committee started its work and did some preliminary work. The progress, however, in the initial stages was a bit slow as some time was taken in completing the constitution of the committee and also because soon after it settled down to work the General Elections of 1962 approached and further progress was help up.

### NEW CHAIRMAN TAKES OFFICE.

Immediately after the General Elections the Chairman Shri Harinath Mishra was called upon to shoulder more onerous responsibilities and was appointed a Minister in the Government of Bihar. The committee offers its congratulations to the outgoing Chairman and records its appreciation of the work done and interest shown by him in the very small span of time for which he worked as Chairman of the committee.

On his appointment as Minister, Shri Harinath Mishra resigned from the office of the Chairman. Thereupon the Government of Bihar by its notification no. II/C5-02/61E-1362, dated the 23rd May 1962 (Appendix D) appointed Shri Zawar Husain an outgoing Minister in the Government of Bihar as Chairman of the Bihar State Secondary Education Committee with effect from the 5th April 1962.

Immediately after his appointment as the new Chairman Shri Zawar Husain geared up the committee to serious work and speedy execution of its task.

### INAUGURATION

The committee was inaugurated on the 17th April 1962 by the eminent educationist Dr. Zakir Husain, the then Governor of Bihar and now Vice-President of India. Dr. Zakir Husain in his inaugural address set down certain tasks for the members of the committee. His lucid address, characteristic of his wit and humour very pungently pin-pointed our attention to the odd fact that the committee was being inaugurated when it had already survived one extension and had covered nearly one-third of its period of extension. This spurred the committee to quicker action.

Fifty-four hundred copies of the questionnaires in English and Hindi were sent out to a large number of educationists, teachers, administrators, leaders of public opinion interested in education and educational institutions. Eight hundred replies were received. The committee gratefully acknowledges the replies sent to the questionnaire (Appendix E questionnaire in English).

Soon after the inauguration, the committee drew up its programme of work. The committee made its first tour of Netarhat Residential School, a Public School wholly financed by the Government of Bihar and where the students bear the cost of education in proportion to the income of their parents.

Just after the return of the committee from Netarhat when tours inside and outside the State were proposed to be undertaken the committee received a very important communication from the Government in the Education Department. The Secretary to Government in the Education Department, in his memo. no.1080 (Appendix F), dated the 29th April 1962 called for the recommendations of the committee by the end of August, 1962 on the question of (i) increment in the scale of pay of teachers of non-government High/Higher Secondary/Multi-purpose Schools, (ii) payment of dearness allowance at the flat rate of Rs. 25 per month, (iii) allowing one increment for every three years of service to experienced teachers at the time of fixation of their pay in the revised scale introduced in the year 1957.

The committee considered this communication from the Government and in view of the assurance given by the Government to the teachers it decided to give top priority to the examination of the question of pay-scales and emoluments to the teachers. The consideration and examination of all other aspects of Secondary Education were consequently postponed till the interim report on the vexed and complicated question of pay-scales was submitted to the Government.

The committee constituted a sub-committee to examine the question of revision of pay-scales in all its aspects and submit a report. The committee examined the report of the sub-committee and finally submitted its recommendations in September, 1962. The report submitted by the committee forms appendix G. The delay of about one month in submission of the report is regretted. Considering the limitations under which the committee had to work during this period, the slight delay in the time-schedule was inevitable. On the one hand, the resources available to the

committee were inadequate for formulating a scientific basis of revision and on the other the committee had to find financial resources if its recommendations meant financial commitments by the State Government. It was only the intense desire of Shri S. N. Sinha, the Education Minister and the Government to provide financial relief to the teachers that inspired the committee to submit its report very nearly in time. The committee also realised and resolved that the report would only be an interim one providing immediate relief and that the whole question of pay-structure, emoluments, security of service, etc. would be gone into more fully at the time of the presentation of the final report.

The committee after putting in continuous labour till August, 1962 on the question of pay-scales and emoluments turned to work on the examination of other aspects of secondary education.

Hardly had the committee started its investigations when the country was faced with the naked Chinese aggression which resulted in the declaration of emergency. In this grave hour the entire nation's attention was focussed on one point only, namely, the pooling of our entire resources for the defence of the country. We waited to know the attitude of the Government. Subsequently, the committee felt that the proper imparting of instruction was all the more necessary to prepare the nation to face the emergency. The committee decided to continue its work and submit its report to the Government.

As much of the time was taken in examination of pay-structures and there was certain dislocation and consequent loss of time in changeover from the itinerary originally planned naturally the committee was handicapped for want of time.

Moreover, due to emergency the committee did not like to repeatedly demand from the Government adequate number of staff, materials and finances for completing its work. The committee was determined to finish its work whether men, material or finances were forthcoming or not. The committee wanted

to set an example for pace of work and economy during emergency. The committee feels a deep satisfaction that its labour has borne fruit in spite of handicaps, shortage of men and other manifold limitations. The financial burden to the State may be worth emulation by other committees.

#### EXTENSION

The life of the committee expired on 25th January 1963 but its work was still half done due to the aforesaid reasons. The life of the committee was extended till the 28th February and finally another extension was given till the 30th June 1963. The committee feels that if the extension would have been communicated to the committee in time the work would have been smooth and continuous. Piece-meal extensions granted posthumously only led to dislocation of work. However, the committee wishes to express its gratefulness for the extension without which the work of the committee would have been left unfinished. In fairness to the committee, it may be pointed out that real serious work of the committee started after the appointment of the new Chairman Shri Zawar Husain and after inauguration of the committee on the 17th April 1962. So in reality the committee has finished its work in about 13-14 months time *i.e.*, the time-schedule originally fixed.

The committee is grateful to the Government of India in the Ministry of Education for extending its co-operation and for nominating Shri P. D. Shukla, Deputy Educational Advisor as the liaison officer.

#### CO-OPTED MEMBERS

The Government of Bihar by their resolution no. II/C5-02/61E-1667, dated June 21, 1962 authorised the Chairman to co-opt member or members of the committee.

Shri Bindeshwari Mishra, was co-opted a member of the committee for the period the committee was considering the demand of the Secondary Teachers' Association.

Shri K. Ahmad, D. P. I., *ex officio* member of the committee went on leave for a period of about two months and during his absence Shri G. P. Dubey took over charge as D. P. I. and acted as *ex officio* member. During the period of his absence on leave from the post of D. P. I., Shri K. Ahmad was co-opted a member of the committee by the orders of the Chairman.

Shri S. Thakur consequent on his retirement vacated the place of *ex officio* member-secretary of the committee and he was co-opted a member of the committee by the Chairman.

The Committee wishes to express its thanks to the co-opted members for the co-operation they gave to the committee.

The committee expresses its gratefulness to Mr. Barrow, M. P., Secretary, Council of Indian School Certificate Examination, who very kindly took the trouble of attending very important deliberations of the committee. Mr. Barrow's valuable advice and experience helped the committee in formulating their opinion.

The committee expresses its gratefulness to Dr. George Jacob, Vice-Chancellor, Patna University and Dr. K. K. Dutta, Vice-Chancellor, Magadh University who participated in the discussions of the committee. The committee also expresses its gratefulness to Dr. Balhadra Prasad, Vice-Chancellor, Allahabad University, and Dr. Umesh Mishra, Vice-Chancellor, Kameshwar Singh Sanskrit University and other Vice-Chancellors and eminent educationists who were kind enough to send their valued advice and opinion in response to the D.-O. letter from the Chairman of the committee.

The committee would like to express its gratitude to Shri K. Ahmad, D. P. I., for placing the resources of the Education department at the disposal of the committee whenever the committee felt handicapped due to lack of personnel. In particular the committee would like to express thanks to the D. P. I. for having lent the services of Shri Bandhu Prasad, Assistant Director of Education with effect from the 8th November 1962 for speeding up the preparation of the report.

Shri S. Thakur, Joint Director of Education (Training) worked as member-secretary till February 28th, 1963. His service could not be available to the committee as he relinquished charge of his office on termination of the post of Joint Director of Education (Training), Bihar. The committee in general and the Chairman in particular take this opportunity to record their appreciation of the valuable help rendered by Shri Thakur and express their thanks to him for his hard work and intelligent guidance of the work of the committee during the term of his office. His experience, sincerity and Specially his insight into the problems of Secondary Education were of great help to the committee.

The committee considers itself fortunate in securing the services of Shri Bandhu Prasad, Assistant Director of Education who was associated with the work of the committee since November, 1962. After the relinquishment of Shri S. Thakur his work was successfully carried on and completed by Shri Bandhu Prasad. We would like to congratulate this young officer for his zeal, intelligent grasp of the recommendations of the committee and faithful incorporation of these recommendations while drafting the report proper.

The committee considers it auspicious and expresses its gratefulness to the Minister of Education Shri S. N. Sinha and the Government of Bihar for implementing some of its recommendations like the abolition of assessment and also regarding implementation of its other resolutions on the basis of the recommendations which the committee had unanimously authorised the Chairman to send (Appendix H) to the government much in advance of the complete report. The committee would also like to express its gratitude to Shri S. N. Sinha whose foresight in the constitution of the committee and zeal in implementing the salient recommendations of the committee augur well for the reorganisation of secondary education in the State.

The committee has been guided by only one consideration namely, to pinpoint the defects and suggest practical



remedies which could be implemented by the State Government without much delay. And it is heartening to note that this is perhaps the only committee which has seen the implementation of some of its recommendations during its life-time. Thus there has been ample justification for the decision of the committee unanimously authorising the Chairman to submit a summary of its recommendations to the Government much in advance of the submission of the report proper.

Some of the recommendations of the committee may seem to be of a retrograde nature. But the committee has faced the actualities boldly and realistically and made such recommendations as are likely to be effective. For example, we have recommended the institution of a public examination at the end of middle stage. This has been necessitated by the non-screening of students at the middle stage and other malpractices detailed in the relevant chapter, resulting in the growing deterioration of standards in the high schools.

Similarly, the evils associated with the system of internal assessment, the widespread corruption that have followed in its wake, have made the abolition of assessment an immediate necessity. We know that the system of assessment is academically sound but in actual practice it has proved to be a source of corruption. While recommending the abolition of assessment, we have also recommended that the system of internal evaluation by the teachers in different grades may be tried and experimented upon under the guidance of the department so that in future more reliance could be placed on its results.

One of the important recommendations is about the pay-scales of teachers and their service. The committee also feels that the quality of teachers in any educational system is a more important factor than all other educational factors put together—syllabus, text-book, equipments and buildings. No educational programme has the slightest chance of success if we do not have a teaching personnel that is keen, intelligent, devoted to work and reasonably satisfied and

contented. The aims and objectives of educational reform can only be achieved with the help of the teachers. It is, therefore, necessary that most efficient teachers should be drafted to the profession of teaching. But we cannot attract such talents without offering attractive salaries. And it is precisely here that the committee has to face certain limitations. Our recommendations should be consistent with the availability of resources so directs the term of reference. Our interim recommendation regarding pay-scales was a short-term recommendation providing for immediate relief. The committee was aware that the pay-scales recommended were not attractive enough to lure the right type of talents to the profession of teaching in secondary schools. We have now recommended model scales of pay which may not be ideal but which we hope will give a much needed relief to the teachers and which will help attract better talents to the teaching profession.

Since the presentation of the Mudaliar Commission report on Secondary education the world has seen a very important change the gradual realisation everywhere that the world has stepped into the space-age. This change at once throws a challenge to educationists planning for educational reconstruction. If we are to compete for knowledge and technological advancement, we must re-shape our educational plans with a bias for science and technology. Educational planning and development cannot be envisaged in a vacuum but in the total socio-economic-situation obtaining in the country.

We have limited resources and within these resources we have to provide for equally important sectors of development *i. e.*, agriculture, industry, transport and health. The pressing need for expansion should not make us neglect the greater and most urgent need for qualitative improvement. A proper survey of the budgetary position and reallocation of finances for education in the light of changing world, emphasis on technology is the need of the hour. This is only possible if we start feeling that investment in education is investment in man.

## CHAPTER I

### AIMS AND OBJECTIVES

#### *Secondary Education in Bihar*

*The existing conditions.*—The existing pattern of Secondary Education in Bihar which is broadly in conformity with the recommendations of the All-India Secondary Education Commission, 1953, was introduced in this State in certain essential respects even before the publication of the Commission's Report. The diversified courses of study and system of internal assessment as envisaged in that Report were at first introduced in Class X in 1952 and the first Secondary School Examination in the new courses was held in 1954. The educational administrators in this State appear to have anticipated the Commission's findings and views at least in certain important aspects of secondary education and gone ahead with measures of reforms in consonance with progressive educational thinking that followed in the wake of the adoption of the Constitution of India by the Nation. The Higher Secondary Scheme was, however, adopted after the publication of the Report of the Commission and the actual conversion and upgrading of high schools into Higher secondary and multi-purpose schools began a few years later. The opening of ordinary high schools after the 31st March 1959 has been stopped; secondary schools opened thereafter are recognised only if they fulfil the conditions laid down for the recognition of higher secondary schools. The other concomitant recommendations of the commission have been examined and efforts have been made to implement them. The establishment of the Educational and Vocational Guidance Bureau, the Text-book Research Bureau and the Examination Research Bureau is the result of the efforts made in that direction. The number of high schools being very large, it has not been found possible owing to financial stringency to convert a majority of them into higher secondary and multi-purpose schools. All high schools, however, follow, as indicated earlier, a syllabus which provides for diversification of courses and an encouraging development in recent years has been the steadily

growing number of students who offer natural sciences as an elective group of subjects in schools both in urban and rural areas.

2. As we have seen above, Bihar was one of the first few States to adopt a reorganised pattern of secondary education. It was introduced with a view to achieving certain specific aims and objectives which we propose to discuss later. From the majority of the replies to the questionnaire issued by us, it appears that by and large the aims have been only partially achieved and that many of the defects of the system of secondary education as pointed out by the Secondary Education Commission a decade ago still persist. Failure to achieve the objectives is being attributed to a number of defects which are being widely complained of consequent upon the rapid increase in the number of secondary schools all over the State. The number of high schools in the State rose from 787 on 31st March 1953 to 1,600 (including the higher secondary and multi-purpose schools) on the 31st March 1953. This tremendous expansion of secondary education without adequate provision of qualified teaching staff, equipments, library facilities, buildings, laboratories and finance in most cases has naturally led to a lowering of the standards of education.

3. Of all the shortcomings pointed out by the correspondents, the most commonly spot-lighted is the shortage of teachers of the right type "with the requisite personal qualities and aptitudes and a spirit of devotion to their work". No scheme of education and no educational reform can ever succeed unless we have an adequate number of properly qualified, serious-minded and devoted teachers. The teaching profession is still so ill-paid that it cannot attract men and women of requisite calibre unless adequate finance is made available to enhance the teacher's pay and emoluments considerably. This investment is no less important in the

national interest than any other, for it is bound to bring in rich dividend in the form of better, brighter and more efficient generations of men and women well-equipped to serve and guide the nation on to steady advancement. A well thought-out plan for training an adequate number of the right type of teachers is required to be drawn up and executed urgently. Lack of adequate funds lies mainly at the root not only of the want of right kind of teachers; it is also responsible for poor buildings, inadequate and defective laboratories, equipments and libraries, unsuitable or no play fields and unhealthy environment. These have a very unsound effect on the atmosphere of the school and the process of teaching and learning in such a situation is bound to lead to the formation of faulty attitudes and wrong values. The various manifestations of indiscipline are easily noticed in such an atmosphere.

The Phenomenal rise in population and the enormous expansion of free primary education have led to a great rush of students in secondary schools. The size of classes has increased considerably and the lack of personal contact between teachers and pupils which the Secondary Education Commission noticed ten years ago has been further accentuated resulting in still fewer opportunities for character training and inculcation of disciplined behaviour. The load of teachers' work has also increased disproportionately, because the number of teachers has not been increased in proportion to the rise in the number of students. The correction of written work cannot be satisfactorily attended to even by a very conscientious teacher. The heavy work load of the teacher leaves him little time to look into the written work of students for assessment. The existing system of examination continues to have such a grip over the schools and the society that both seem to have failed to see any efficacy and utility in the internal evaluation of students. External examinations at the end of the course are as dominating as they ever were although efforts are being made by the examination Bureau to find out ways of reducing their dead-weight and making them an integral and creative part of the educative process.

4. The diversified courses were introduced with a view to giving a practical

bias to the studies and to correlate instruction with the actual life situations. But it seems that even the vocational subjects like Commerce and Agriculture are being taught in many schools like theoretical subjects without reference to the actual every day life activities connected with these subjects. Education at the secondary stage even in the practical subjects thus continues to be isolated from life in a large number of cases. All courses, vocational and general, tend to lead the students into the single stream flowing towards the colleges. Students who offered even workshop practice as one of their electives are known to be anxious to get into the colleges somehow. Here the society rather than the school appears to be at fault. The wrong social values regarding manual work and labour still persist and intellectual pursuits are looked upon as more dignified than working with hands. The transmission of information and bookishness even now form the major part of education at the secondary stage which fails as ever before to develop the different segments of the students' personality. Opportunities for cultivation of a spirit of self sacrifice and honest understanding of give and take are few and far between. The schools do not provide adequate facilities for instilling into the minds of students the patriotic fervour, national consciousness and a sense of oneness and integration with the rest of the nation. Neither class-room instruction, nor the co-curricular activities foster these qualities in appreciable ways. The methods of teaching lack in dynamism and initiative with the result that they generally fail to develop in students habits of independent thinking and acting with initiative. Absence of moral instruction is also regarded by many people as being responsible for the formation of faulty attitudes and wrong values in students.

5. A common complaint made by teachers and others is about the insecurity of tenure and other unsatisfactory service conditions of the staff employed in non-Government secondary schools. There is no doubt that a large number of these schools suffer from mismanagement. Political and local wrangles are often reflected in the managing committees and the schools concerned lose all the decorum and sanctity which should characterise good educational institutions. The tone

and discipline of the schools are spoilt and an uneducational atmosphere prevails. Much of the time and energy of the Inspectorate and the Directorate of Education is consumed by complaints and cases concerning these schools. Many other shortcomings in the existing system of secondary education have also been pointed out by correspondents and it is not necessary to enumerate them all here. Among them the main ones are that science education is not properly imparted, that the curriculum is cumbersome, that the text-books are faulty, that supervision of the work of the school is lax, and that educational and vocational guidance is wanting. Furthermore, they complain that the hostel facilities are inadequate, that there is no incentive to self-improvement and social efficiency and that external interference in the day to day administration of schools, exploitation by political parties and undesirable social influences such as cheap motion pictures pollute the school environment.

6. The shortcomings are there but in spite of them, secondary education in Bihar has been making considerable headway and as already stated earlier ours was one of the first Indian States to fall in line with the All-India policy on secondary education and to adopt the reorganised pattern. In several directions in this field, Bihar has gone ahead and if tangible progress is not easily visible, it is because of the enormous expansion of secondary education in recent years which has over-shadowed the strides made towards improving its qualitative aspects. Paucity of finance makes the choice between the quantity and quality of education a difficult one. But the very fact that there is an ever increasing demand for secondary education and a growing awareness of its importance is exceedingly heartening indeed. Shortcomings, however, do exist and that is all the more reason why we should re-examine the aims and objectives we had in view when we adopted the existing pattern of secondary education so that we may find out whether they are still suitable and useful in the current situation.

#### *A Re-statement of Aims and Objectives*

7. Secondary education being a component of the whole process of an educational system, its aims and objectives

cannot be different from the general aims of education which, as also pointed out by the Secondary Education Commission, have been very elaborately defined and laid down by educationists in the various reports and books on education all over the world. We need not discuss them here. The specific aims of secondary education in India have also been very ably and concisely discussed in the Report of the Secondary Education Commission. The Standing Committee of the Central Advisory Board of Education on Secondary Education has briefly summarised these aims in its questionnaire issued recently, as follows:—

“(i) Development of democratic citizenship in each student for the growth of a broad national and secular outlook conducive to international understanding and peace; (ii) Improvement in vocational and productive efficiency for increasing the wealth of the country and improving appreciably the standard of life of the people; (iii) Development of personality to release creative energy for appreciating the cultural heritage and developing it further; and (iv) Creation of leadership.”

8. In the questionnaire issued by the Bihar State Secondary Education Committee the aims of secondary education as stated by the Secondary Education Commission have been further analysed and listed in twelve units. Correspondents were requested to let the Committee know whether they considered it necessary to modify or alter in any way or to reorientate the generally accepted aims and objectives, as outlined in the questionnaire, or to formulate any fresh aims of secondary education, in view of the social, economic, political and other changes that had taken place in the country since the Secondary Education Commission made their recommendations in 1953. Most of the replies received are in favour of retaining and emphasising, or reorientating the aims outlined by us. Only a very few correspondents maintain that it is necessary to formulate fresh aims. We agree with a large majority of our correspondents and others interested in secondary education that it is not necessary to add to the aims and objectives set forth in our questionnaire, but that it is necessary to

re-orientate or emphasize some of them in view of the changes that have taken place in the country during the preceding decade, perhaps those in particular that have occurred since the unscrupulous Chinese aggression on our territory. It may be stated here that we are in general agreement with the views expressed by the Mudaliar Commission on the aims of secondary education which are very much in common with those mentioned in our questionnaire and we do not propose to reiterate here all the very able exposition on the subject in the Commission's Report which must be referred to as a standing guide. We shall only examine briefly each one of the aims stated in our questionnaire with a view to determining their suitability or otherwise in the changed conditions.

*Preparation of suitable students for Higher Education :*

9. There can be no two opinions about the fact that one of the main objectives which secondary education should seek to achieve is the preparation of suitable students for higher education. It is perhaps one of the principal functions and responsibilities rather than an aim of secondary education. The aim obviously should be to fit suitable students with such attainments and character at the secondary stage as may enable them to derive the fullest benefit from higher education. But the word 'suitable' is significant. At the secondary stage, or at any other stage of education, we come across students with marked individual differences and we cannot possibly prepare them all for a uniform subsequent stage. Most of the students in secondary schools are not likely to benefit from higher education in the Universities. They may have aptitudes for arts and crafts, agriculture, commerce and other practical vocations and adequate provision must be made for efficient guidance and counselling at school so that they may be diverted into the different streams according to their innate abilities and skills. We have a very large and growing population but we are lacking in men and women for practical and skilled jobs. On the other hand, we are faced with the problem of the educated unemployed. Thousands of young men and women turned out by the Universities every year are beset by a feeling of frustration, for at the end of a course of studies which

has little meaning or purpose to them, they do not know what to do. This misplacing of enormous man-power is a great national waste, but it can undoubtedly be harnessed for fruitful and productive purposes by diverting it into suitable channels.

10. It is necessary, therefore, to provide for a number of streams of studies and disciplines at the secondary school to suit different aptitudes and abilities. One of these streams will of course lead to higher education at the Universities. Spotting out students in secondary schools as have talent for higher education in science, technology, humanities and other branches of studies is a task of the first national importance in a country like India which has to implement plans for the all round development of the country in industry, agriculture, technology, science and other spheres of activity necessary for the advancement of a nation. We are in the space age and science and technology are making big strides in progressive countries. We cannot afford to lag behind for long if we want to make a place for ourselves among these forward countries of the world. It is the talented boys and girls in our secondary schools who, if taken care of properly, will be leaders in the different fields of human activity and will lead the country onward in all spheres. It will harm them and the nation incalculably if we square them up with the rest of the school population and do not make special and adequate arrangements for their education and training in order to equip them properly for making their mark at the university stage.

*Secondary education to be a complete and terminal education by itself for most of the students and enabling each student to prepare for life suitably according to his or her own aptitude and capacity.*

11. The Secondary Education Commission expressed the opinion that education at the secondary stage should be of a terminal character for most of the students who cannot and need not go in for university education. We have already discussed this point while considering the responsibility of secondary schools to prepare suitable students for higher education. We have seen how futile and frustrating it is for most students who go to colleges to pursue that kind of education. The

students at the secondary stage should be sorted into different groups according to their talents and abilities through an efficient machinery of guidance and counselling and different kinds of practical and vocational courses should be organised for those students who are unlikely to benefit from higher studies at the university so that these courses may equip them with skills and knowledge sufficient to enable them to settle in life and make themselves useful and productive citizens in the society on completion of the school career. Alternatively, these courses may be so designed that it may be possible for students studying them to take to continuation courses in technical institutions. In that case, education at the secondary stage will not be terminal and complete by itself, but will divert students to polytechnic and other technical institutions.

12. Owing to non-availability of suitable teachers and equipments for the vocational courses, these subjects at the multi-purpose schools have not so far been very popular. Even those who offered these courses suffer from the general lure of the colleges and are only too anxious to get into them. The social value that glorifies purely intellectual pursuits and underrates working with hands is also largely responsible for the comparative unpopularity of these subjects. This wrong social value will change and these courses will become really useful and effective if they are reorganised in the light of experience and modern conditions and if more generous avenues of gainful employment are thrown open to students pursuing them. Unless this is done, the unthinking rush to colleges will continue and will as usual result in colossal national waste of human material.

*Developing qualities of character, independent thinking, democratic citizenship, true patriotism, international understanding and a broad outlook in students.*

13. While discussing the role of education in developing democratic citizenship, the Secondary Education Commission has stressed the importance of the qualities of character, independent thinking and judging for oneself, enlightened patriotism, international understanding and a broad secular outlook and has regarded these as

essential ingredients of democratic citizenship. We shall also discuss them together although they are listed as separate aim units in our questionnaire. Their importance cannot be over-emphasized for the development of an individual as a physically and mentally healthy human being and as a useful and efficient member of a democratic society largely depends on a proper and balanced growth of these qualities.

14. Forming correct habits and attitudes and a broad outlook in students is a major responsibility of educators at all levels. Slipshod manners and irregular habits of living, behaving and studying vitiate the attitude of adolescents towards people and things around them and they develop into unprincipled adults who are incapable of doing good to themselves or to the society. We have to guard carefully against any growing of looseness in thinking and acting in students. Systematic and regular training for the formation of wholesome habits and attitudes by adoption of planned programmes like the School Defence Corps Programmes (National Council of Educational Research and Training) is urgently called for in the interest of the defence and development requirement of the country. Formation of correct attitudes will lead naturally to a broad outlook whose importance in a secular democracy like ours cannot be exaggerated.

15. Developing qualities of character in students with a view to enabling them to function properly and effectively as enlightened citizens of a democratic society has always been a major function of education. But it has assumed an added significance in the present context of the Chinese aggression which has made it necessary for India to adhere to the ways of democracy more steadfastly than ever before and to show to the world that this biggest experiment in democratic living can succeed in spite of the onslaught of a formidable enemy whose main target of attack is our way of life. The intellectual, social and moral qualities which an enlightened citizenship involves must be inculcated in students more systematically and assiduously than before. The faculty of thinking and judging for oneself and taking worthwhile decisions, the capacity for clear thinking and a receptivity to new ideas, the understanding and the intellectual integrity to sift

truth from falsehood, facts from propaganda and to reject the dangerous appeal of fanaticism and prejudice,' 'clearness in speech and in writing', a living faith in the dignity and worth of every single individual as a human being,' and the qualities of 'discipline, co-operation, social sensitiveness and tolerance necessary for living graciously, harmoniously and efficiently with one's fellowmen'—the development of all these qualities in students has been greatly stressed by the Secondary Education Commission. In the present conditions much greater attention to the cultivation of these qualities must be given so that the nation may maintain a closely knit entity and that the people following different creeds and beliefs and speaking different languages may rise above their narrow considerations and stand together bound by adherence to the living principles and practices of democracy.

16. 'True Patriotism' is a fundamental ingredient of democratic citizenship. In India to-day it has assumed added significance. And we must not be misled into the belief that the situation created in our country by the Chinese aggression is a temporary and passing phase. The emergency that it has imposed on us may last a number of years, but it has forcefully brought home to us the supreme need of maintaining a state of permanent and full preparedness to defend our territory, our way of life and our values against any aggression at any time. We must be determined to serve our country to the best of our ability by subordinating individual interest to the nation's larger interests. As our President Dr. S. Radhakrishnan recently pointed out, 'the deep emotional upsurge that followed the Chinese aggression could be stabilised at deeper levels if we did not allow our selfish worries, incoherent ambitions and pettiness to take hold of us'. Here we must note that in times such as these when the integrity of the country is threatened, people must willingly and cheerfully agree to forego some of the fundamental rights and privileges which the democratic order guarantees. If need be, we must be prepared to have our freedom of speech and action curtailed to learn to obey implicitly, to do our best in whatever station of life we are placed and to die in the service of the motherland.

17. True patriotism would undoubtedly also imply a sincere appreciation of all

that is good in our country and people, a willingness to recognise the weaknesses we suffer from and adopt measures for their eradication, and a realization that our country is a member of ONE WORLD and can live happily only with other co-members. Students at the secondary stage are in the initial years of adolescence which is a very suitable period in the life of an individual for the training of emotions. They must be made aware of the rich cultural heritage of India and of the essential facts of her history and geography. They must know what different kinds of people live in this country and what political, social and economic systems they have adopted for living as a free people united and integrated under one constitution and one flag, enjoying uniform fundamental rights. A living faith in the oneness of India and a spirit of national and emotional integration must be cultivated through all school activities, curricular and co-curricular. Along with this, it is also equally necessary for students at the secondary stage to be acquainted with the problems which our country is facing and the weaknesses from which we suffer. If the school is run properly as a community, improved ways of living and behaving there will demonstrate to them objectively some of the shortcomings of our national life. A willingness to see our own faults and a readiness to make efforts to eradicate them should be generated in the young people through well-planned and organised activities at the secondary school. As President Dr. S. Radhakrishnan said recently, we must not suffer from a large country or a great civilization complex. We must try to develop in our boys and girls an international understanding, a sense that we are a part of one world, and we should try to live happily with the rest of the world in a spirit of friendliness and consideration for all. India has been following a policy of non-alignment for the reason that she wants to be free from hatred and fear of all kinds and desires to live peacefully with the rest of mankind. This basic national approach of India in international affairs should be brought home to secondary school pupils so that they may develop a healthy international understanding. The literature published by UNESCO on education for international understanding may be very helpful in this regard.

*Promoting an all-round development of the student's personality*

18. As has been forcefully pointed out by the Secondary Education Commission, a democracy is based on faith in the dignity and worth of every single individual as a human being and the object of a democratic education is, therefore, the full all-round development of every individual's personality. The psychological, social, emotional and practical needs of the individual must be taken into consideration and efforts must be made to meet them in an appropriate manner. Many facts of the individual's personality come into play when he lives with others in the community. A properly organised school community can successfully ingrain in the students the qualities of co-operation, discipline, public spirit, tolerance and social sensitiveness which are so essential both for the development of personality and for successful social living.

Promoting interest in liberal arts, literature and cultural activities is very necessary for the enrichment of the student's personality. The sources of creative energy in students should be released so as to enable them to take active interest in their cultural heritage and make worthy use of their leisure by taking to satisfying creative activities in the realm of arts, literature, music and other hobbies. One of the main functions of the school is to locate creative talent in students and provide full opportunities for its healthy growth.

*Development of practical efficiency and vocational bias as also initiative, drive and qualities of leadership in students*

19. The Secondary Education Commission agreed with the view that our education was too bookish and purely academic in character in most cases. The position has certainly improved since the publication of the Commission's Report a decade ago and an increasing number of young people are taking to practical and vocational studies. But by and large our secondary education still continues to be of a general academic type and our students do not generally acquire any vocational bias or practical efficiency. The passing of the final

examination is still the overriding consideration and that objective is achieved mainly through memory work. But, as discussed earlier, this kind of purely academic approach does not lead the students anywhere. They find themselves at sea on completion of their educational career and do not know what to do. It is, therefore, of the utmost importance that most of the students at the secondary stage should be given opportunities of studying practical and vocational courses so that they may be able on finishing their school education to engage themselves in some productive and useful practical work and carve a place for themselves in society with initiative and confidence. We have already discussed this point at some length while considering secondary education as a terminal stage of education by itself. We may add here that also those students who have aptitude and ability for higher education at the university should be initiated into the privilege and joy of working with hands. Without that initiation, education remains a purely academic pursuit and the gulf between studies and the actual life situation continues to be wide. No student should therefore be afraid of soiling his hands and every individual must experience the joy of practical work.

20. Our country continues to be underdeveloped. We have to fight poverty, ignorance and ill-health. We are in the midst of development plans and we need money and efficient vocational and technical personnel for implementing them. To this has been added recently the increased burden of the country's defence owing to the perfidious Chinese aggression. The defence of the country also requires a large skilled and technical personnel. The demands of development and defence are very heavy, but we have to meet them for we are determined to produce more, to increase the wealth of the country to eradicate hunger, disease and illiteracy, and to defend our motherland against any enemy at any time. The importance of providing for vocational and technical courses for our young men and women at school cannot, therefore, be over-emphasized. We must equip most of our educated young people completing secondary education with the necessary technical knowledge and skill that may help them to produce standard finished



goods and thus increase the national wealth and general standard of living, and also, enable them to contribute their share ably to the defence of the nation.

As stated above, secondary schools have to prepare personnel for the execution of the various schemes of national development. Students have also to be trained in civic and social responsibilities so that

many of those who complete their education at the secondary stage may assume leadership at the village, block, district and such other intermediate levels. For assuming that role, however, students must be equipped with initiative, drive, discipline, co-operativeness, a spirit of self-sacrifice and public service and other qualities of character which go with it.

## CHAPTER II

### ORGANISATION

The existing organisational pattern of education in the State of Bihar, has an elementary or basic stage from grades I to VII (middle) or VIII (basic). This is followed by the secondary or higher secondary stage from grades VIII to XI and grades VIII to XI (special) respectively. At the university stage there is a three-year degree course in the field of liberal arts, commerce and sciences followed by a two-year master's course besides other technical and professional colleges. Students graduating from a secondary school have to join the pre-university class and after successfully completing it become eligible for admission to the three-year degree course. Those holding a pre-university or higher secondary pass certificate are eligible for admission to the pre-engineering, pre-medical, or pre-agricultural class.

2. Two significant developments in the organisational pattern may be noted—

(a) establishment of the eight-year senior basic schools in this State in the early forties of the century, and

(b) upgrading of about one fifth of our high schools into higher secondary and multi-purpose schools since the latter part of the last decade.

3. The framers of our constitution envisaged that within a period of ten years from the commencement of the constitution free and compulsory education would be provided for all children until they complete the age of 14 years. With the passing of the last decade, however, it became evident that this was a herculean task involving tremendous educational effort and overwhelming financial responsibilities. The normal span of elementary education for the age groups 6 to 14 would have coincided with the 8-year span obtaining in the existing government senior basic schools, which are about 500 in number. This was considered to be the desirable span of elementary education in the early fifties, but then came the Secondary Education Commission Report with its numerous recommendations, one of which was to

increase the dimension of secondary education by reorganising its courses of studies and adding one more year to its existing span. The new set of upgraded schools were to be called the higher secondary schools. This recommendation had a considerable influence on the organisational pattern of education, then obtaining in this State. The reorganised span of elementary to higher secondary education would have been of 12 years—elementary—8 years from classes I to VIII and secondary from classes IX to XII. Until then, there was a span of 7 years covering primary and middle stage. Intergrating class VIII with the elementary school would have necessitated recruitment of teachers with higher qualifications, construction of additional class-rooms, and purchase of equipments. This would have created the problem of raising more funds for supporting elementary education which were not forthcoming. Then again, there was the question of bringing about inter-State uniformity in the total span of elementary and secondary education. Neighbouring states had a total span of 10 years covering elementary and secondary education and in the reorganised organisational set-up they would have a total span of 11 years. Here was an opportunity to achieve uniformity in the reorganised set-up of elementary and secondary education. The rock of financial stringency and the idea of achieving uniformity in the total span covering elementary and reorganised secondary education with other States of the country, compelled formulation and adoption of an integrated syllabus of 7 years for our elementary schools. A considerable part of the syllabus of class VIII in general education courses was staggered and compressed in the 7-year elementary syllabus. This syllabus was introduced in classes I to III in January, 1959. During 1960, 1961 and 1962, the new syllabus was introduced in classes IV, V and VI respectively. From January 1963, the integrated syllabus is completely in force in all classes (I to VII) of our elementary schools.

4. In the realm of secondary education, the existing classes VIII to XI have been allowed to continue, classes X and XI

comprising the secondary stage. In higher secondary and multi-purpose schools, classes VIII and IX run as usual, the top three higher secondary classes having been designated as IX (spl.), X (spl.) and XI (spl.). These patterns have been kept with a view to ultimately reducing the span of higher secondary education by one year, i.e. 7 years of elementary and 4 years of higher secondary education, and achieving inter-State uniformity in the span. However, experience gained through these years has led to the conclusion that while the span of elementary education may continue to be of 7 years, it is not possible to reduce the total span of elementary and higher secondary education from 12 (years) to 11 years. The explosion of knowledge in different fields of learning, the enriched content-fields and the increased dimension of secondary education necessitate the retaining of a five-year span (total 12 years) for the higher secondary education. While recommending a total span of 12 years to cover elementary to higher secondary education, we desire to make it clear that class VIII should be the continuation of elementary education and class IX should be utilised for exploring the aptitude and talent of pupils, and helping them in finding the stream best suited for them apart from continuing the required courses in general education. A part of the subject-matter field at the higher secondary stage curriculum has to be judiciously staggered to class IX and new syllabi of classes VIII and IX have to be recast, reallocated and redrafted.

*Place of classes VI, VII and VIII in the organisational set-up of school.*

5. We are of the opinion that classes VI and VII should usually form part of an elementary school. They may form part of high and higher secondary schools in exceptional circumstances with the permission of the Board of Secondary Education and permission should be given only on the ground that without such arrangement, the education of the children of a local community will suffer badly. Moreover such permission may be given only when the local bodies, such as the Panchayats and the Block Development Committees, and the inspecting officers in recommend in favour of the continuance of these classes in a high and higher secondary schools. In case a high, higher secondary or

multi-purpose school is permitted to run classes VI and VII, its students should also be required to take the middle school examination along with the students of middle/basic schools with a view to promoting healthy competition.

6. We also recommend that class VIII should be disbanded from basic schools, where they exist, and in future it should form part only of high or higher secondary schools, unless it is maintained in present basic schools as an experimental model and for this purpose the teaching staff, equipments, etc. in these institutions are immediately upgraded in an appropriate manner.

*Recognition of high or higher secondary schools.*

7. The State government accepted higher secondary education as the pattern of secondary education in line with the decision of the Central government and as a consequence the upgrading of high schools into higher secondary schools and multi-purpose schools became the ultimate goal. Since the middle of the last decade, schools have been receiving non-recurring grants for upgrading or conversion. By now, about one-fifth of the recognised non-government secondary schools have been upgraded into higher secondary or multi-purpose schools. About 90 per cent of government secondary schools have been upgraded and converted into multi-purpose schools, all multi-purpose schools being higher secondary schools also. During the last decade a large number of non-government secondary schools sprang up. Since all high schools were to be upgraded into higher secondary schools, it was decided that non-government high schools should not be started after March 31, 1959. Such high schools which were started by March 31, 1959, applied for recognition—some which fulfilled the prescribed conditions have been accorded recognition as high schools, others are still awaiting grant of recognition by the Board of Secondary Education, Bihar. Since 1st April 1959, some non-government higher secondary schools have been started and have been accorded recognition as higher secondary schools.

8. We recommend that the present policy of recognising only higher secondary

schools should be continued. Partial recognition may be granted to the existing proposed high schools or newly started higher secondary schools, with permission to present candidates at the secondary school examination at the end of class XI. Schools started up to March 31, 1959 should now be required to re-designate the school as a proposed higher secondary schools and fulfil conditions prescribed for granting recognition to a higher secondary school. When a partially recognised higher secondary school starts class XII and fulfils the conditions of recognition, which may suitably be relaxed in case of the required acreage of land, they may be accorded full recognition as higher secondary schools.

9. Under head 'Curriculum', Chapter IV, we shall discuss at length the question of bringing about identity in high school and higher secondary school syllabi *vis-a-vis* pre-university syllabus. Here we make it clear that there should be only one syllabus, i.e., higher secondary syllabus. The first two parts of the higher secondary syllabus shall be taught in classes X and XI of high and higher secondary schools and the third and the last part, which may be similar to the pre-university syllabus, shall be taught either in the XIIth class of a higher secondary school or in the pre-university class. Holders of secondary school certificate shall be eligible for admission in the XIIth class of a higher secondary or multi-purpose school. It is most likely that during this period of national emergency necessary funds may not be available for upgrading the existing high schools into higher secondary/multi-purpose schools and strengthening the existing higher secondary and multi-purpose schools. The process of upgrading should be phased and organised in such a way that at least one higher secondary school should be placed at the disposal of the communities inhabiting each police-station or Anchal. It may not be possible to upgrade all our high schools into higher secondary schools, even in the coming fifteen years, but this fact need not hamper the progress of the higher secondary scheme. The XIIth class of the existing higher secondary and multi-purpose schools should be strengthened in such a way that they may provide education for such students of the neighbouring high schools who may come out successful at the secondary school examination and may

seek admission in the XIIth class. High schools situated at a central or an important place should be upgraded from now on-wards, so that each Anchal or police-station may be served by at least one higher secondary school. These schools may later be converted into multi-purpose schools and in future may become the real multi-purpose schools having all streams of the diversified courses of studies. By pursuing this policy it may be possible to set before the local communities an assignment which they may feel provoked to fulfil. The local community may feel the necessity of a higher secondary school and may raise its own resources to build up a higher secondary school, which may provide sound educational programme.

#### *Eligibility for admission in class VIII*

10. Up to the year 1948, students reading in middle schools were required to take a public examination, known as the middle school certificate examination, at the end of class VII. This was considered as too early a stage for a public examination. Moreover, it was felt that a better method would be for the teachers to be given freedom to develop the instruments of evaluation and to evaluate students on the basis of their records of school work, home-study and internal examinations. With this end in view, the middle school certificate examination was abolished with effect from the year 1949. Experience, during the recent years, has proved that the abolition of the middle school certificate examination did not yield satisfactory results. This led to considerable deterioration in the academic standard and also resulted in the misuse of authority given to the schools, in several cases. Our elementary schools should be able to give a good grounding to students in the field of general education, so that upon this foundation the edifice of secondary education may be raised. Experience has revealed that the fear of public examination spurs the students and teachers to put in adequate amount of labour, since they feel that there is a lot at stake. The abolition of the public examination unfortunately made them easy-going.

11. With the introduction of the diversified courses of studies at the secondary stage, subjects formerly considered a part of the college-curriculum are now taught

our high, higher secondary and multi-purpose schools. It is necessary that a screening of the students should be done at the end of the elementary stage so that only those who can profit by secondary education may prosecute their studies. Those who may not benefit themselves by joining a secondary school may join the trade school for learning useful trades. Screening of the academically less gifted students may help in bringing about a grouping of children, in classes at the secondary stage, on the basis of their chronological age and achievement.

12. We recommend that a public examination at the end of the middle/basic stage, i.e., class VII of middle and basic schools should be re-started immediately and the unit of organisation for this examination should be the district. The minimum age-limit for taking this examination should be twelve plus. This would ensure that by the time the students qualify for admission to class VIII they may be round about thirteen years of age. A pass at this middle/basic school examination should be a qualification for admission to class VIII. This would ensure better standards in secondary schools.

13. When more financial resources are available and class VIII comes to form part of elementary education in the State, the above noted public examination may be held at the end of class VIII instead of class VII.

#### *Vocational Schools*

14. Conversion of higher secondary schools into multi-purpose schools would entail heavy amount of expenditure either from the State exchequer or from the resources of the local community. One of the best ways to organise vocational streams at comparatively low cost is to set up a vocational school at such a central place that about ten or twelve neighbouring high or higher secondary schools, may usefully send their less academically gifted children to this central vocational school. The feeder schools will cater in the areas of humanities, natural sciences and core programme and the management of such schools may combine together and meet the proportionate cost on running the vocational school. It is needless to say that such central vocational schools should be under the administration,

control, supervision and guidance of the education department. The department may, however, employ technical personnel for supervising these schools. At the outset such central vocational schools may be organised by the department at divisional headquarters. Pupils of both government and non-government secondary and higher secondary schools may be permitted to attend such schools. Pupils may study their core subjects in the parent schools for one week and attend the vocational school in the succeeding week for having specialised education in their elective group. Such vocational schools may later be organised at the district and sub-divisional levels also.

15. A question may reasonably be asked as to what should be the size of a high, higher secondary or multi-purpose school and what should be the size of a class. At present there are schools with very low enrolment in educationally backward areas and in such areas where due to group rivalry two or more schools have been started in adjoining villages. These schools are not self-supporting and they do not serve adequately the cause of education. In backward areas there is still scope for increasing enrolment and this should be done by the managers of the schools in co operation with the teachers and members of the community they serve. In other rural areas where there are more than the required number of schools, efforts should be made to integrate them by merging smaller schools into bigger units. Leadership should be provided by the Education Department so that there may be healthy development of institutions. Under the head "Administration" Chapter 3 we shall discuss the idea of creating local school boards, which may programme and pilot the development of educational institutions—elementary and secondary—in the school districts.

16. We are of the opinion that we should try to build-up higher secondary schools in such a way that no school, in the rural areas, may have an enrolment of less than 500. With a large enrolment in a school, programme in different elective areas and subjects may be provided with economy. A bi-purpose higher secondary school may not be run with economy if the number of students in any of the three higher secondary classes is less than 80. No multi-purpose school with only three

streams can be run with due regard to economy, if, in any of the three higher secondary classes, the enrolment is less than 120. Lesser number of well organised schools will partially solve the problem of securing the services of good and qualified teachers. It may be also possible to pay better salary to teachers in a school having adequate number of students with well organised educational programme. In a unit of considerable size, students may be grouped according to their achievement—superior, average and slow learners being grouped separately. While in core-subject areas heterogenous grouping may be preferred and team-teaching applied, achievement grouping may be resorted to in the specialised areas or elective subjects. In core-subject classes, normally, there should be not more than 40 students in a section. If the number of students in a particular class, having diversified courses of studies, is small, say only 40 or 50, it will be difficult for the school to offer a wide range of subjects in a particular elective group. If the number is so small, the students will be pinned down to 3 or 4 subjects only and the subjects of the elective group will virtually become compulsory subjects, leaving no choice to the students to elect subjects of their interest. If a school ventures to offer a wide range of elective subjects, it would be uneconomic and will undermine the finances of the school. With these considerations in view, we are of the opinion that the minimum enrolment in a uni-purpose, bi-purpose and multi-purpose higher secondary school, having 5 classes from VIII to XII, should be 200, 400 and 600 respectively, while the maximum may be 600, 800 and 1,000 respectively. In the case of a high school with two streams, the minimum enrolment may be 320 and maximum 640. When the number exceeds the maximum stated above, an existing school cannot cater to the needs of the growing number of students and efforts should be made by the local school-board to set up another school at a vantage place, so that the need of the school district may be served in a better and planned way.

#### *Co-education at the secondary stage*

17. At present co-education is not the accepted policy. There are separate secondary or higher secondary schools for boys and girls. In a girls' school no male student

is admitted, whereas in a boys' secondary or higher secondary school girls are admitted in a limited number, if there is no separate girls' school in the locality. We recommend that the present arrangement may continue. If there are separate boys' and girls' schools in a particular locality, co-education should not be encouraged in the interest of the latter. If the girls' school does not have educational programmes needed by the local community, they may be organised by the institution in co-operation with the local people and institutions. If there is no girls' school in a particular area, girls may be allowed to study in boys' school but we suggest that a suitable number of women teachers, preferably related to the male members of the staff, may be employed by the management, so that the interests of the girl students may be looked after by them. In addition to this arrangement, a separate retiring room-cum-bath room should be constructed for the women teachers and girl students. Arrangement should be made for organising games for girl students and teachers. Where provision for outdoor games is difficult to make, arrangements should be made for organising badminton, table tennis, etc. Boys and girls may jointly participate in school debates, literary activities and cultural programmes under the joint supervision of men and women teachers.

#### *Shift and evening classes*

18. High or higher secondary schools may be run in shifts in congested urban areas where the enrolment is very high and where there is no space for the construction of additional buildings, or no room for a separate institution for lack of adequate funds. In such circumstances, lower forms, such as classes VIII and IX including classes VI and VII, if the school management has been allowed to run these classes, may be run in one shift and the three top classes in the day shift for the better programming of instruction. If the number of girl students in the locality is adequate for running a separate school or a separate shift, this may be organised by arrangement with the Principal of the local school. In an industrialised area, evening classes may be organised for the education of the adult workers who for some reasons could not or cannot complete and pass the secondary or higher secondary examination. In such areas

co-operation of the industries may be sought and welcomed, in programming the education of adult labour. While the school may impart general education and offer other elective programmes, it may be useful to give credit for the work that such students do in their respective industries, provided that the work is in line with any of the vocational streams. Similarly, the industries may extend training facilities to such young students of the local schools who have offered any of the vocational streams related to the work they are doing. We are of the opinion that separate staff should be employed either for running shifts or evening classes. However, a particular teacher or a few teachers may be allowed to take classes in more than one shifts in very exceptional circumstances. Such relaxation may be granted only when such teachers hold special technical or vocational qualifications and the services of the qualified additional staff cannot be secured for the other shifts. Great care should be taken to ensure that such teachers are not over-worked, lest the efficiency of teaching suffer.

#### *Academic year and holidays*

19. But for the period between 1952 and 1958, the academic session in schools in this State has been running from January to December. In January 1952, no new session started, students had to continue in the same class in which they had been studying in 1951. The session ultimately ended in June, 1952 and the new session started in July, 1952. Until January, 1958, academic session extended from July to June, when the education department decided to revert to January to December session. It was discovered that the change over to July—June session did not suit the agriculturist or the farmer class and also the students of the top-most class in the secondary schools. Enrolment as well as attendance figures went down dramatically in the rural areas during July and August. Agriculturists or farmers found it difficult to send their wards to school. This part of the year being very important for agriculture, most of them found it difficult to defray the expenses of getting their wards admitted into schools and they wished for reversion to January to December session on economic grounds.

20. Besides this, it was found that the students of the highest class in secondary

schools got only about eight months' time for their studies, during the academic session, of which only five months were devoted to class room study. The total period devoted in two academic sessions on teaching the secondary school students came to about a year and a half. The shortened academic session made the completion of courses difficult. It was felt that the standard had somewhat gone down due to this change. Moreover, the schools incurred financial loss, as they realised only nine or ten months' school-fees from the students of class XI. Hence the balance titled in favour of January—December session and the department had no hesitation in reverting to it. We recommend that the January to December session should continue.

21. At present we have 226 approved working days in our secondary and higher secondary schools. 52 Sundays and holidays of 87 days account for the rest of the days in a year. We are of the opinion that the school year should be further extended with a view to providing more working days for efficient handling of the revised curriculum at the secondary stage. The growing dimension of secondary education, the rapid expansion of the content fields due to knowledge explosion and inclusion of military science and physical education as a compulsory subject of study necessitate the extension of the school year by suitably reducing the number of holidays. We feel that it is not necessary to close the school on the birth-days and on anniversaries of people too liberally. Children, in general, have not much to do with all religious functions and festivals. Holidays should be given only on days on which very important religious festivals fall. Besides holidays, classes are also suspended on the ground that examination centres are being run in a number of schools. This period virtually amounts to extra holidays for the students.

22. A study of working days, in our secondary and higher secondary schools, made by this committee revealed that out of 226 approved working days, class-room teaching is done on about 200 days only, the rest of days being devoted to internal examinations and preparation and publication of results, etc. This is about schools in which no external public examination centre is located. There is a second category of schools where there are centres

for holding the final secondary school examination. Such schools lose another 10 days of class-room teaching. There is a third category of schools, usually situated at the District headquarters, namely the Government boys' and girls' high or higher secondary schools. These schools suffer a good deal more on account of the running of centres for different public examinations such as secondary and higher secondary both final and supplementary, certain university examinations and examinations conducted by the different Government Departments, State as well as Central with a view to selecting persons for recruitment to different services. There are about a dozen schools situated within the confines of Patna Municipal Corporation, which have to run centres for written examinations conducted by the Bihar Public Service Commission, over and above the examinations stated above. These schools lose something like 35 working days in a year apart from the days lost on holding internal examinations and publication of results etc. To sum up, schools belonging to the above noted categories do class-room teaching on about 200,190 and 170 days respectively in a year.

23. Doesn't this situation look alarming and justify the case for increasing the number of working days, and fair and equitable distribution of different examination centres? Shouldn't the schools, Government and non-Government, situated at the district headquarters, be saved from being forced to run centres for public examinations? The holding of public examinations and other examinations on the premises of these schools should be properly regulated by the Department. Different schools may be selected as the venue for holding examinations by rotation. All the centres should not be necessarily located in the urban area-schools. The Bihar School Examination Board should try to distribute the examination centres between rural and urban area schools. The District Officer and the District Education Officer should ensure that instructional work is not hampered on account of the holding of written examination conducted by different Government Departments, State as well as Central. We feel that equitable distribution of examination centres and increased number of working days will help ease the situation. Unless this is done the reorganised courses of studies, as

suggested in Chapter IV, cannot be successfully implemented.

24. With this end in view, we recommend for the reduction of the total number of holidays by 14 days and increasing the number of working days from 226 to 240 days in a year. Further, we feel that the duration of the summer vacation be somewhat increased. A continuous long vacation during the Pujas is not justifiable either on educational or cultural or geographical or Socio-economic grounds, although there is no objection to the grant of holidays on actual days on which occasional and seasonal festivals fall. Schools should, however, be left to adjust holidays according to the needs of the students, the local community and the climatic condition of a particular district or of a particular place.

#### *Medical care*

25. On paper, provision exists for getting a course of lectures on health education delivered for the benefit of the students in all high and higher secondary schools. The headmasters/principals have to certify that the students, preferring applications for being admitted to the secondary or higher secondary examination, have attended lectures on health education and that judging from the report of the school medical officer and from their knowledge the candidates possess good health. We are, however, constrained to observe that in actual practice adequate arrangement does not exist for looking after the health of the students. At present, every Government or aided hostel is required to be under the charge of a proper medical authority, who has to ensure that proper medical arrangements are made and medicines are supplied when required, yet the facilities extended are far from satisfactory. In a fair number of schools, proper arrangement is not made either for getting lectures on health education delivered or for the physical check-up of students. Little care is taken in schools in the rural areas for checking the spread of disease among the students. There is hardly any effort directed towards improving their general health.

Proper physical development is necessary for the success of education. The existing provisions relating to the medical care of the students should be sincerely



enforced and we recommend the following measures for reinforcing them:—

- (a) Six-monthly medical check-up of all students should be arranged in all secondary schools and report regarding health conditions should be prepared in triplicate. One copy of this report should be sent to the guardian concerned, the other should be left with the class teacher and the third copy should be retained by the medical officer for future reference.
- (b) Follow-up of the report should be taken up in all seriousness by the headmasters/principals with the co-operation of the parents and teachers. Class teachers should be made responsible for reporting to the headmaster cases which should get the immediate attention of the medical officer.
- (c) For regular medical assistance, a competent local physician should invariably be appointed by the school management. Such medical officer should get adequate remuneration for attending to the medical needs of the students.
- (d) A fund may be created in each school for running a co-operative drug-store in which common medicines may be stored for the use of ailing students. This store should be run on no-profit and no-loss basis. A medical fee of Rupee one (Re. 1) may be annually charged from each student, except those who are not able to pay the headmaster or principal being the judge for granting such exemption. No part of this fund should be diverted for meeting any other expenditure. For the management of this fund a committee consisting of five persons, viz., the headmaster or principal, medical officer of the school, a hostel superintendent or teacher and two representatives of the students, should be constituted. Apart from this, poor but ailing students should be helped out of the poor boys' fund for undergoing any major medical treatment.
- (e) The education department may request the health department to set aside a suitable amount for giving medical grant to secondary schools so that each school may build up a good drug-store for the benefit of students. This grant should be distributed according to the number of students on the roll and the quality of arrangement made for the medical care of pupils.
- (f) Medical officers attached to the community development blocks may be required to assist in the general medical check-up of the students.
- (g) In case of serious ailment, the parents or guardians of the students should be forthwith contacted by the school so that special care may be taken by them also but the main responsibility rests with the headmaster or principal of the school considering the fact that many guardians are uneducated. The head teacher has to ensure proper medical care of all students. He may seek and obtain such co-operation from the parents or local guardians and class teachers as well as other teachers of the school besides the local people, as may be deemed necessary depending on the situation.

#### *School hostels*

26. Most of the schools started during the last decade have no boarding house at all and where they do have one the arrangement for accommodating the boarders is far from satisfactory. In hostels maintained by older schools conditions have considerably deteriorated. As there are a number of secondary schools within walking distance of the students, the demand for running a school hostel in all schools has gone down. Most of the parents cannot meet the cost of maintaining their wards in a school hostel and consequently seats in school hostels are found lying vacant. In backward areas, hostels have been constructed by the Welfare Department of the Government. The hostel superintendent is given an allowance and the boarders who belong either to scheduled castes or scheduled tribes are all given stipends. Such hostel facilities are fully utilised for obvious reasons. There are, however, several factors which have led to the

growing unpopularity of school hostels in general. Most of the hostels do not have good buildings. There is mismanagement and lack of space in the hostels, high boarding charges, and bad supervision have become the order of the day.

27. A hostel superintendent should be carefully selected. He should be an expert in dealing with pre-adolescents and adolescents. He should be a good supervisor and a disciplinarian. He should be devoted to his work and capable of taking good care of the boarders. He should create and promote an atmosphere of community life in the hostel. The boarders should have adequate provision for games, outdoor and indoor, and cultural activities. There should be well supervised study hours. Hostel activities should supplement the school programme. The hostel superintendent should develop a good hostel library and inculcate reading habits in the students residing in the hostel.

#### *Government Secondary Schools*

28. In the first quarter of the nineteenth century enlightened Indians voiced their demand for secondary schools which would impart western education to children hailing from the well-to-do classes and the landed aristocracy. Consequent upon the recommendations contained in Macaulay's report, Government secondary schools, better known as Zila Schools, were started towards the middle of the nineteenth century. Gradually all the district headquarters were provided with one Zila School. These schools imparted secondary education through the medium of English to those students who were desirous of joining institutions of higher learning or of holding minor posts in the Government departments. These schools were rather selective and were, therefore, able to maintain a good standard of instruction. In some of the Zila Schools headmasters belonged to the Indian Educational Service. They were generally graduates of British or European universities and they usually held also a diploma or degree in education. These Zila Schools were run as model secondary schools.

As the demand grew, more secondary schools were started with private initiative. These schools always looked towards the Zila Schools as model

institutions. The Imperial Government started a number of Government high schools for girls also. When India won freedom, there were, in all, not more than 400 secondary schools in this State. In the post-independence era a large number of secondary schools sprang up. The State Government started fourteen Sarvodaya Schools in rural areas for imparting post-basic education. Emphasis was laid on the teaching of craft as vocation, correlated teaching and enrichment of cultural and community life in the school campus. These schools imparted education up to the XIIth standard and for the benefit of those who wanted to prosecute further studies, a rural institute of higher studies was started at Turki, later shifted to Birauli in the district of Darbhanga. But for the majority of the students, passing the secondary school examination was of greater importance and as the demand grew, post-basic schools also started preparing students for secondary school examination. About 28 non-Government Sarvodaya Schools have been established during the last 12 years. Soon it became obvious that the Sarvodaya or post-basic schools had no other function than the imparting of secondary education, and they now function as secondary schools.

During the second plan, the scheme of upgrading and converting secondary schools into multi-purpose schools was taken up. By the end of the Second Five-Year Plan, 51 out of 57 Government boys, girls and Sarvodaya schools were upgraded and converted into multi-purpose schools, each of them having only one vocational stream. During 1962, two of the remaining 6 high schools were upgraded and converted into multi-purpose schools. Four more Government schools were started out of which three are higher secondary schools. At the moment there are 53 multi-purpose, three bi-purpose higher secondary and five high schools run by the State Government. Government Sarvodaya Schools have yet to secure the services of the required number of qualified staff. At the time of upgrading them into multi-purpose schools, with only one vocational stream, seven posts of teachers in the upper division of the subordinate educational service, in the scale of Rs. 150—350 were created for these schools as well as for other Government multi-purpose schools. These,

schools should have the services of same kind of staff as the Government boys' multi-purpose schools have. Since most of the Government managed schools have been upgraded and converted into multi-purpose and higher secondary schools, they have to assume the new role of model multi-purpose and higher secondary schools.

In recent years, more and more parents have been seeking the facility of getting their wards educated through the medium of English. There is a great rush in the Anglo-Indian schools and other English medium schools run by private agencies. Government higher secondary or multi-purpose schools may assume the responsibility of extending the facility of English medium classes. In view of the growing importance of higher secondary education and the people's demand for English medium classes, we recommend :

(a) that the Government multi-purpose schools situated at the district headquarters should assume the role of experimental multi-purpose schools which can provide secondary education in almost all streams or in streams according to the local requirements. In the beginning, one multi-purpose school at each divisional headquarters should be developed into a well-staffed and well-equipped experimental school. After a year or two, the remaining Government multi-purpose schools at each district headquarters may be developed into model multi-purpose schools ;

(b) (i) that Government higher secondary or multi-purpose schools at each divisional or district headquarters should have parallel English-medium classes by way of experiment and further steps in this direction may be taken after watching the experiment for two years. Selected non-Government higher secondary or high schools may also be given this option in each division or district after the experiment has been found successful,

(ii) that in these very schools, provision should be made for teaching English literature, one paper, as part of group 'A' (Humanities and Social Sciences). This will also serve as an experiment and may be extended to other schools in future if there be any demand for it ;

(c) that adequate number of trained and qualified staff and equipments may be provided to all Government multi-purpose schools commensurate with the instructional programmes offered in each of them, and the existing disparity in equipments and the number and qualification of staff between the Government boys' multi-purpose and Government Sarvodaya multi-purpose schools should be done away with very quickly, with a view to improving the standard of teaching in the latter.

#### *Netarhat Residential School*

29. The residential school at Netarhat was set up by the State Government in the year 1954. This school is organised on the lines of the public school in England. A competitive test is held every year to select the students for admission into the school. The students who compete have to undergo medical and psychological tests and only those are selected for admission who come out successful in these tests. The staff is well-qualified, well-paid and adequate in number. The life lived there is a community life and all the students and teachers fully participate in it. The students live in a number of Ashrams—each Ashram accommodates 20 students and is run under the supervision of a teacher. The emphasis is on the training of character, the development of right values, and the inculcation of a spirit of self-reliance and healthy community life. Individual attention is the rule not only in the class-room but also in the Ashram. There are well-supervised study hours. The students play games outdoor and indoor.

The parents or guardians of the students have to pay fees for schooling, boarding, clothing, equipments and other

necessities of their wards in accordance with the following sliding-scale of fees:—

Grade.	Income of parents or guardians from all sources.	School fees (Board lodging and tuition).	Clothing, books, equipments, etc.
1	2	3	4
A	Below Rs. 100 per month.	Free	Free.
B	Rs. 100 to 250 per month.	Do.	About Rs. 300 per annum.
C	Rs. 251 to 500 per month.	Rs. 400 per annum.	Ditto.
D	Rs. 501 to 750 per month.	Rs. 600 per annum.	Ditto.
E	Rs. 751 to 849 per month.	Rs. 900 per annum.	Ditto.
F	Rs. 850 per month and above.	Rs. 1,200 per annum.	Ditto.

This sliding scale-of-fees does not encourage parents or guardians of the higher income groups to send their wards to this school for obvious reasons. Most of the students reading in this school generally hail from the families of the lower income groups. This involves considerable expenditure from the State exchequer. A reduction in the present fees-rate in respect of the higher income groups may yield two-fold results; first, bright children coming from richer homes would fetch more revenue, and the school would be able to serve a more representative cross-section of society and secondly, their participation in the school programmes would help to remove the cultural-lag from which the children hailing from poor homes suffer at present.

The school runs a six-year course for the age-group 12 plus to 18 plus, the top three years conforming to the higher secondary classes. The first batch completed its studies in the year 1960. By coincidence, the first higher secondary examination took place that year. In the last three higher secondary examinations (1960, 1961 and 1962), it has been observed that the products of this school have fared quite well, and have secured a fair number of top places. A scrutiny of the results has, however, proved that some of the Government and a couple of

non-Government multi-purpose higher secondary schools can produce equally good scholars, although they do not have the resources possessed by the Netarhat Residential School.

The students of this school tend to offer either Natural Sciences or Humanities and Social Sciences as their elective groups, although provision exists for offering other streams as well, such as, agriculture, metal work and fine arts. Since the number of students is restricted in a class to 60 only, provision for offering more than two streams cannot be visualised for reasons of economy. The trend, there, shows that the Netarhat residential school will ultimately turn into a selective residential bi-purpose higher secondary school, preparing students for admission into institutions of higher learning. By and large its products join universities and institutions of technical education and they do fairly well. This school is doing a good job, but its success will be fully judged only when it is known what impact its products have made on different professions and life-situations. Nevertheless, there is a growing demand for starting more residential schools in the State, so that a larger number of bright children, coming from less affluent homes, may receive that type of all-round education, which residential public schools are reputed for imparting. It has been felt that the admission of a few bright students from other States in the Netarhat school will be beneficial to the staff and the students. This will enrich the cultural and community life lived there and also help in bringing about better integration and emotional adjustment among the students.

At present this school is running under the direction of a governing body, the entire deficit being met by the State. The medium of instruction being Hindi, it has been found that the products of this school do not have a high standard of spoken English, as compared with the products of other public schools in the country. In this respect there is much room for improvement. A section of the students reading in this school, who met the committee members suggested that there should be English medium classes also.

Considering the various points raised above, we have to make the following recommendations :—

- (i) The management of the residential school, Netarhat, should be entrusted to an autonomous body so that it may serve the need of the State more efficiently and may not have to wait for Government decisions on smaller issues. The State Government should provide the required funds for its maintenance and development.
- (ii) Sound traditions about the service conditions of the staff should be build-up always keeping in view the best models and the latest development in the leading public schools in the country.
- (iii) Parallel English medium classes may be started by way of experiment and provision should be made for the teaching of English literature, one paper, as part of group 'A' (Humanities and Social Sciences). This will also serve as an experiment and it may be extended to other schools in future.
- (iv) Some seats at the Netarhat School should be thrown open to scholars of other States.
- (v) Efforts should be made to start more residential schools, both for boys and girls, capable of providing the public school-type secondary education but within the reach of the lower, middle class and working class income-groups also.

#### *Anglo-Indian School's*

30. At the moment, there are 4 secondary and 7 primary Anglo-Indian Schools in this State. These schools are run in accordance with the provisions contained in the Code of Regulations for European schools in Bihar (1937). The following statement gives a picture of the amount that is being spent by the State Government each year on the education of the Anglo-Indian students

and the maintenance of Anglo-Indian schools both elementary and secondary :—

#### *Secondary schools.*

	Rs.	Rs.
(i) (a) Recurring grant ..	66,000	
(b) Provident fund contribution for teachers.	1,000	
(c) Scholarships Rs. 15 per month, per student.	7,300	
Total ..	74,300	74,300

#### *Primary schools.*

(ii) (a) Recurring grant ..	13,500	
(b) Scholarships ..	300	
Total ..	13,800	13,800

#### *Colleges.*

(iii) Scholarships to Anglo-Indian students reading in —		
(a) Arts colleges ..	500	
(b) Professional Colleges ..	600	
Total ..	1,100	1,100
(iv) Contribution payable to the Inter-State Board for Anglo-Indian education.	1,500	
Total ..	1,500	1,500
Grand Total ..	90,700	

(Rupees Ninety thousand and seven hundred only.)

Article 337 of the Constitution of India made special provision for educational grants for the benefit of the Anglo-Indian community for a period of 10 years from the commencement of the Constitution. This special provision was to cease after the expiry of this period. It was also made clear that no educational institution would be entitled to any grant under this article (337), unless at least 40 per cent of the annual admissions therein were made available to members of communities other than the Anglo-Indian community. Although this period of safeguard expired in the year 1960, the above noted quantum of grant continues to be given to the Anglo-Indian schools of this State.

Alongwith the achievement of a good academic standard, the Anglo-Indian schools lay particular stress on the training of character and the development of the all-round personality of their pupils. The inculcation of a sense of discipline is at a premium. Moreover, they impart education through the medium of English. These features are responsible for their growing popularity amongst the non-Anglo-Indian communities and there is a constant pressure on them for admission of students. These schools have adopted the progressive ideas and methods of teaching. They lay emphasis on the development of a sound community life, a sense of reliance and a spirit of social service. Formerly, these schools used to be inspected by the Inspector of European schools in Bihar appointed for this purpose. At present these schools are inspected by the D. P. I. in the capacity of Inspector of Anglo-Indian schools, and this arrangement may continue.

3. There has been a growing and persistent demand for increasing the rate of scholarships sanctioned by the Director in accordance with Article 43 of the Code of Regulations for European schools in Bihar. Since 1917, a certain number of scholarships of the value of Rs. 15 a month are being awarded annually by the D. P. I., Bihar for the benefit of the children of the poorer classes of Europeans or Anglo-Indians, whose total income does not exceed Rs. 100 to Rs. 115. The price-index has gone up and, therefore, the ceiling of income has to be raised, and the amount of scholarship considerably increased. There is also a demand for the introduction of the diversified courses of studies in the Anglo-Indian secondary schools, so that they can cater for the abilities and aptitudes of their pupils in a better way. These schools are now making efforts for incorporating the practical aspects of Nai Talim. There is demand for the teaching of vocational subjects also. There is a growing awareness

of the necessity of bringing improvements and adjustments in instructional programmes, so that these schools may serve the country in a constructive manner. The teaching of the modern Indian languages is receiving adequate attention. The objective is to produce good citizens who may successfully participate in the social, economic and technological development of the nation. The Anglo-Indian secondary schools deserve every encouragement and help from the State for the introduction of the teaching of the diversified courses.

With a view to bringing about improvement in the sphere of Anglo-Indian education we make the following recommendations :—

- (i) The inspection of Anglo-Indian schools should continue to be done either by the D. P. I. or by one of the seniormost officers of the Department who preferably has had a good education or training abroad.
- (ii) The Anglo-Indian secondary schools may be encouraged to implement the diversified courses of studies so that they may provide education according to the needs and aptitudes of the students.
- (iii) There should be a provision for the admission of selected meritorious non-Anglo-Indian students in these schools against a few free and half-free places provided by the Government.
- (iv) The present rate of scholarship, awarded to the Anglo-Indian students on the basis of their parents' income, is inadequate. Steps should be taken to enhance the rate of scholarship considering the price-index.

## CHAPTER III

### ADMINISTRATION AND SUPERVISION

#### *Organisation and Administration*

Education being a State subject, the State Government is competent to formulate policies regarding education. In this State there is an independent department of education placed in charge of a Minister who is a member of the State Cabinet. In the formulation of educational policy and the smooth functioning of administrative machinery the minister-in-charge of education is assisted by the Director of Public Instruction, and a Secretary, who happens to be a member of the General Administrative Service. There is a State Advisory Board of education which advises the Government on broad policy matters relating to education, particularly its improvement both in the quality and quantity. However, both the director and the secretary have their deputies and assistants to help them in their work. The Director has a chain of line and staff officers under him. The line officers are those who share the administrative authority at different organisational levels, while staff officers, although only a few in number, render special services to the department and educational institutions. Among the line officers, who work under the Director of Public Instruction in the field of secondary education there are, in the sphere of boys' education, the Regional Deputy Directors of Education, the District Education Officers, the Principals of teachers' training colleges, Subdivisional Education Officers, and the Principals or heads of high and higher secondary schools and in the sphere of girls' education we have the inspectress of schools, Bihar, the District Inspectresses of Schools and the Lady principals or Headmistresses of high and higher secondary schools. Among the staff officers there are specialists such as the directors of the bureau of educational and vocational guidance, text-book research, and examination research. A description of the ramification of the entire educational administrative hierarchy is beyond the scope of this report. We discuss here the administrative hierarchy in the field of secondary education only.

2. As indicated above, it is the State Government which formulates policies with

regard to secondary education. It is the State Government which prescribes courses of studies including text-books, lays down rules and procedures for the grant of recognition to schools, and regulation of service conditions of teachers, sets the minimum academic and financial standards that the schools have to fulfil and maintain, prescribes the scale of fees to be levied from students and pay-scales to be given to teachers of different qualifications. It also formulates plans for the development of secondary education in the State and provides funds for their implementation. It employs professional inspectorial staff for administrative and supervisory purposes apart from maintaining a number of model institutions of secondary and higher secondary status out of public funds and sanctions grants-in-aid to recognised non-Government high and higher secondary schools.

3. To sum up, it has to formulate and define its policies on all educational matters, that is from educational planning to budgeting, organising, staffing, evaluating and reporting. In this work, the Director of Public Instruction acts as technical adviser to the Government and he gives his advice through the channel of secretariat officers who being generalists cannot or may not make any very significant contribution towards the solution of academic problems and proposals referred to Government by the Director. In academic and administrative matters the director should have the rank of an additional secretary to the minister—this would facilitate the work, considerably. However, once the policy has been adopted and defined, its execution is the responsibility of the director, who is the Chief Educational Administrator in the State. Both at the time of advising the Government in regard to the formulation of policy and the execution of policy, he is assisted by the Deputy Director and Assistant Director in charge of secondary education. The directors of examination research, text-book research, and educational and vocational guidance render technical advice in their own special fields.

4. The Director of Public Instruction exercises his authority through his line officers. Administratively the State is divided into four regions or divisions, 17 districts and 58 subdivisions created for the purpose of running general administration. The Regional Deputy Director of Education is in charge of all matters relating to boys' education up to the higher secondary stage in his division. His duties are organisational, administrative, inspectorial and supervisory. He exercises administrative control over all educational administrators in charge of boys' education in the division. The district education officers and subdivisional education officers have similar duties in their own jurisdictions the former being the controlling officers of the latter. The inspectress of schools is in over-all charge of girls' education up to the higher secondary stage in the State. She is assisted in the performance of her duties administrative, inspectorial and supervisory—by the district inspectresses of schools. The subdivisional education officers and the district inspectresses of schools exercise no control over high and higher secondary schools run by Government, since the heads of these institutions rank equal to them. The State Government runs five teachers' training colleges in the State, the heads of which are under the direct administrative control of the director of public instruction. Of the five teachers' colleges, only three have each a practising Government multi-purpose higher secondary school, the principals of the latter being placed under the control and supervision of the principals of the teachers' colleges.

5. From about one hundred around the year 1912 and about 400 in 1947-48, the number of secondary schools in Bihar rose to about 1,600 by the end of 1962-63, about 200 more awaiting grant of recognition by the board of secondary education, Bihar. This tremendous increase in the number of schools naturally necessitated the strengthening of the inspectorate. By the end of the first five-year plan (1955-56), the number of secondary schools almost became double the number obtaining in 1947-48. Such a large number of schools could not effectively be inspected and supervised by a small team of educational administrators—four divisional inspectors, 17 district inspectors, nine district inspectresses and one deputy directress of

education—*cum* inspectress of schools—who combined both administrative and supervisory functions. In the beginning of the second five-year plan, the posts of district inspectors of schools were converted into the posts of subdivisional education officers for the 17 sadar subdivisions and further 41 posts of subdivisional education officers were created for the remaining mofussil subdivisions. 17 posts of district education Officers in class I of the Bihar Educational Service were created for the 17 districts and the posts of divisional inspectors of schools were redesignated as the Regional Deputy Directors of Education. For the supervision of girls' education, one whole-time inspectress of schools was appointed (during the financial year 1956-57) for the whole State and eight more posts of District inspectresses of Schools were created so that each district could get the services of one district inspectress of schools. But during the third five-year plan, there has been no addition to the number of existing inspecting and supervisory staff meant for regulating, supervising, and promoting the growth of secondary education in the State. The number of secondary schools has doubled since the first year (1956-57) of the second five-year plan. Inspectorial, supervisory, and administrative assignments have increased tenfold. The inspecting officers are found often busy in conducting administrative enquiries and reporting their findings to their higher officers. The community development programme has also increased their responsibilities. During the last plans huge sums have been spent on giving grants to high and higher secondary schools for the construction and expansion of the school-plant, purchase of furniture and equipments both general and scientific. There is no separate machinery for evaluating the performance in the developmental field. While these educational administrators find themselves busy in the performance of administrative assignments and other ancillary functions, academic supervision of schools is neglected.

6. The unattractive salary scales prescribed both for the teachers and educational administrators do not attract the brighter products of the universities. Certain qualities are essential for a successful educational administrator, for example intelligence, job perception, grasp of administrative technologies, an insight into educational problems, healthy behaviour



pattern, broad cultural vision and awareness, and a sense of missionary zeal. The present salary schedules are admittedly not capable of attracting persons of requisite calibre. And unfortunately the training programmes offered by the teachers' colleges are also not capable of imparting good professional training to the educational administrators. To provide incentive to really good men to join the educational service the government must provide salaries commensurate with their responsibilities. If education continues to be served by discontented second rate persons, the country is bound to suffer. The training programmes for teachers, headmasters or principals and educational administrators must be reoriented so that the cause of secondary education may be well served. If the standard of secondary education has to be raised, all teachers should be professionally trained and so should every headmaster and educational administrator.

7. So long the vast majority of teachers imparting instruction in secondary schools continues to be untrained, there is constant need for giving them guidance in the fields of teaching technique, methods of instruction and planning their lessons. The head teacher being the supervisor on the spot, must be professionally trained and must share his skill and means with his colleagues. He must provide the necessary instructional leadership. His failure to do so may result in his being reduced to the position of an ineffective status leader rather than an effective natural leader. He must be skilled in planning and executing educational programmes. He must have a good grasp of school finance and should have thorough knowledge of rules and regulations of the department. The present training programme however, does not have this wide perspective; it is narrowly conceived and thoroughly ill-planned.

8. Likewise the educational administrator should provide instructional leadership to the principals or headmasters and teachers in general. They should help the teachers in identifying their tasks, use their skill and resources in removing their academic and instructional difficulties. They should act as resource persons, curriculum co-ordinators and interpreters of educational Acts, rules and regulations. There is ample room here also for improving

and reorienting the training programmes. Pointed attention, however, has to be drawn to one particular limitation. There is dearth of science graduates among the ranks of educational administrators. There is therefore an immediate need for appointing supervisors who may be subject specialist representing all groups of the diversified courses of studies. These supervisors may assist the educational administrators in the supervision of schools or may even independently be required to visit schools, supervise teaching, perform demonstration lessons and disseminate information about the latest instructional methods among the headmasters and teachers. Such supervisors may hold seminars and group discussions with a view to evolving better instructional methods and teaching techniques.

9. The unit of administration being the subdivision, there is considerable lack of balance educationally and administratively between the different units. On the one hand, there are certain subdivisions with only five or six secondary schools and the subdivisional officers concerned have comparatively little work to do. On the other, there are subdivisions with even more than 50 schools and the subdivisional officers are expected to inspect these schools every year apart from the inspection of a number of elementary schools, subordinate offices, community development blocks. Naturally a high standard of all-round administrative and supervisory work cannot be expected. In order to remove this lack of balance, improve the standard of supervision and create favourable condition for effective instructional leadership, we recommend the following measures:—

- (i) immediate rationalisation of the units of educational administration so that the work is more evenly distributed;
- (ii) reduction in the size of these units or readjustment so as to correspond with the proposed school district;
- (iii) placement of qualified subject-specialist supervisors at the present district headquarters, later to be attached to the divisional education offices;
- (iv) judicious selection and appointment of adequately qualified persons

charged with the responsibility of supervising a high or higher secondary school ;

(v) frequent inter-change of duties between the subdivisional education officers and the lecturers of teachers' colleges with a view to giving an opportunity to the former to replenish their skill, acquire knowledge and enrich their professional competence; and providing the latter with an opportunity to learn administrative techniques, apply theoretical knowledge to actual class-room situations and disseminate latest researches in the field of instructional methods;

(vi) institution of training programmes for educational administrators, intending principals of secondary schools and the teacher-trainers, and in-service training programmes for practising educational administrators;

(vii) creation of a research wing attached to the directorate of education which should work upon the feed back data and problems relating to administration, supervision and evaluation of educational programmes, and furnish findings and reports to the department of education ;

(viii) strengthening of the team of advisers for secondary education in the department of education by appointing one Assistant Director of Education and one Deputy Director of Education to be placed in exclusive charge of academic matters for example, the curricula and their improvement, the provision of instructional leadership to educational administrators at lower levels, planning the development of higher secondary and multi-purpose schools and conversion of high schools into higher secondary and multipurpose schools. This will enable the existing set of assistant and Deputy Directors to concentrate on problems relating to administration, development of school-plants, provision and sanction of funds and recruitment of teaching personnel.

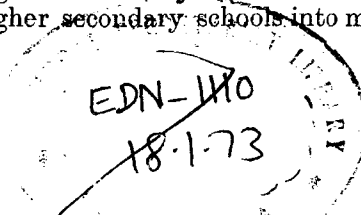
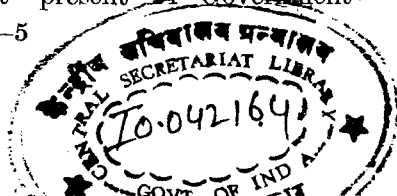
*Different types of schools and their managements.*

10. *The Government managed schools.*—  
There are at present 61 Government-  
7 Edn.—5

managed schools of which 22 are exclusively meant for imparting education to girls. Each of these schools has a governing body consisting of officials and non-officials. Usually, the district officer is the Chairman of the governing body and the Principal or Headmaster, the *ex officio* secretary. The school fees are deposited into the Government treasury, the entire funds for operating the school being allotted by the State Government in the departmental budget. Government-managed schools are beyond the pale of the provisions of the High School (Control and Regulation of Administration) Act, 1960.

All high and higher secondary schools—whether managed by the State Government or private agencies or corporate bodies and recognised by the board of secondary education, Bihar, have to follow the courses of studies prescribed by the department of education; and are placed under the academic supervision of an inspectorate.

11. *The State subsidised schools.*—  
Since the beginning of the first plan, the State Government have been sanctioning grants for setting up secondary schools in the educationally backward areas. These schools are known as State subsidised schools. During the first five-year plan, twenty-four such schools for boys were set up. During the second five-year plan, 73 more boys' high schools and three girls' schools were set up. During the third five-year plan, 10 State subsidised higher secondary schools for boys are scheduled to be organised every year in such educationally backward community development blocks and police-stations which have no secondary schools. There is also a scheme for starting 25 such schools during the third five-year plan, exclusively for girls at the subdivisional headquarters or the headquarters of police-stations, of which 18 schools have already been started, by the end of financial year 1962-63. Seven more schools were to be started during the financial year 1963-64, but no funds have been provided for starting State subsidised schools either for boys or girls during the current financial year. Similarly, no funds have been provided in the current year's budget for upgrading high schools into higher secondary schools and converting higher secondary schools into multi-purpose



schools. We are of the opinion that there should be no cut in the provisions on these scores and that these schemes should be brought into operation from the next financial year, and the shortfall in the physical target should be made up.

12. The management of a State subsidised school is vested in a managing committee consisting of the nominees of the Director of Public Instruction, who may be both officials and non-officials representing the locality, guardian's representatives, donors, if there be any, the head of the institution and a teachers' representative. The managing committee is the employer of the teaching and non-teaching personnel employed in the school. The entire deficit in running the school, calculated on the basis of approved expenditure, is met by the State department of education. A major portion of the initial cost on constructing the school plant and purchasing equipments is given by the department. The local communities are required to make a matching contribution in the shape of donation of land, building material and requisite funds, but so far the response has not been very encouraging, the only plausible argument for this state of affairs being the socio-economic and educational backwardness of the local communities. Except for the financial liability of the State Government in respect of these schools, they are for all practical purposes treated as non-Government schools.

13. *Other schools.*—The rest of the non-Government secondary schools may be placed under three categories—(1) schools run by the corporate bodies, (ii) schools run by the religious minorities and trusts, and (iii) schools run by other communities. All high and higher secondary schools—except those managed by the State department of education—have to fulfil conditions prescribed for the grant of recognition. If at any time they fall below the standard prescribed, recognition may be withdrawn by the board of secondary education, Bihar, and in that event they are not allowed to present candidates at the secondary school or the higher secondary school examination.

14. *Schools run by the corporate bodies.*—There are a number of schools run by the railway administration, corporate bodies, other departments of the

State Government and private industries. The railway administration runs a number of high schools which are financed by it. Railway high schools have their own governing bodies, and recruitment and service rules. The posts of personnel serving in these schools are transferable. The State department of education does not sanction any grant either recurring or non-recurring to them.

15. Next, there are schools run by other departments of the State Government such as the River Valley (Projects) Department, Welfare Department and Political (Police) department. The affairs of these schools are managed by the departments concerned. There are also schools run by corporate bodies such as, Damodar Valley Corporation and Sindri Fertilizers. These schools are financed by these bodies and they have their own recruitment and service rules. They do not receive any grant-in-aid from the State department of education.

16. There are a number of schools managed and run by Tata Iron and Steel Company at Jamshedpur. The teaching and non-teaching personnel in these schools are the employees of this steel company and are entitled to all amenities and benefits available to other employees. These schools do not have separate managing committees but are managed and run by a common advisory body. The company employs an education officer to take care of these schools, which are solely financed by the company, the State department bearing no share in the costs of their maintenance and development.

17. *Schools run by the religious minorities and trusts.*—There are a number of schools run by the Christian missionaries, Ramkrishna Mission, other minority communities, and religious bodies and trusts. These schools are protected by constitutional safeguards in regard to management. They have got a managing committee for each school consisting of representatives of the mission, society or trust which has organised them, representatives of subscribers and guardians of the pupils reading in the school, the headmaster, a representative of the teachers and three nominees of the Director of public instruction. They have to obtain the approval of the board of secondary

education in respect of the constitution of the managing committee. The teaching and non-teaching personnel of these schools are the employees of the management. The service conditions of the teaching personnel and clerical staff are regulated according to the rules prescribed under the Bihar High Schools (Control and Regulation of Administration) Act, 1960. In case of a wrongful discharge or dismissal from service, the teachers may prefer an appeal to the proper inspecting officer of the department, the final appeal lying with the President, Board of Secondary Education, Bihar.

18. *Schools run by other communities.*—The remaining secondary schools have been set up and organised by the efforts of the communities in general, in most cases funds coming from private donations. About one hundred schools were started during the latter half of the nineteenth century and another one hundred during the first quarter of the current century by the then landlords and zamindars. These schools were financed by them, but consequent upon the abolition of the zamindari system these schools like others, have to depend on income from fees realised from students and Government grants. Since the thirties of this century, the middle class section of society exhibited an increasing desire to share the benefits of education and this has resulted in the establishment of a large number of secondary schools. All these schools have to depend on income from fees realised from students, grants received from government and contributions received from the people, the last one rapidly diminishing in quantum. As for management, the managing committee is constituted in accordance with the prescribed rules, according to which donors, guardians' representatives, nominees of the Director of Public Instruction, Headmaster, and a representative of the teachers of the school find representation on it. It is the managing committee which is the employer of all the teaching and non-teaching personnel. It has to follow the rules relating to the service conditions of teachers.

19. The financial condition of most of the non-government schools, except those which are financed and managed by the corporate bodies, companies and religious bodies, is far from satisfactory. There has been a complete lack of planning in

the matter of opening secondary schools. Whereas there are many police-stations and Anchals in the educationally backward areas such as the Chhota Nagpur Division and the Santhal Parganas, which are still unserved by a secondary school, there has been a mushroom growth of such schools in the educationally advanced areas, depending on the resources of the local communities. In several cases, two schools have been organised in one village and in a pretty large number of cases, schools have been started within a radius of one to three miles on the pretext of so-called natural barriers. The mushroom growth has resulted in the stagnation of the established schools—those which used to be self-supporting have become stunted and newly established ones are dormant. Most of these schools are not in a position to engage qualified staff and pay them the prescribed salary and in a good many the number of pupils on the roll is less than 200. Some of these schools stoop to the level of admitting students from their neighbouring schools in upper grades without consideration of academic standard. This leads to rivalry and tension between schools. Students who are not promoted in one school seek admission in the higher classes of the neighbouring school. If there is a case of indiscipline on the part of a section of teachers or students, they can easily desert the former school and start a rival school in the vicinity. A student who is penalised on disciplinary grounds seeks refuge in the arms of the rival school. Their economic condition being unsound, they cannot have a good number of subjects or streams and the pupils, therefore, cannot exercise their option in selection of elective subjects. In the sector of school finance, the public contribution continues to diminish. While there is growing incidence of the maladministration of funds, teachers continue to feel insecure as they are frequent victims of wrongful discharge or dismissal. In a good number of schools undue interference in the day-to-day administration is becoming rampant and the heads of institutions do not find themselves in a position to exercise their administrative and supervisory functions effectively.

*Growing State participation in the development of secondary education.*

20. It was not until very late in the nineteenth century that the British

Government realised the need of giving financial aid to the private enterprise in the field of secondary education. Even towards the end of the British rule in India, the Provincial Government spent only about a few lakhs of rupees as grants-in-aid to non-Government high schools. During the last sixteen years, however, the State expenditure on secondary education has increased from about a few lakhs to about 1.28 crores of rupees per annum. The number of Government secondary schools has doubled since 1947, while non-Government secondary schools have grown five times in number since the financial year 1941-42.

21. In the sphere of administration also the progress was rather slow during the British rule. The non-Government high schools used to be managed by the managing committees or the proprietors concerned. Gradually rules were framed or executive orders passed regulating the administration of secondary schools. Model rules for the constitution and term of office of the managing committees were first framed by the Director of Public Instruction in May, 1919. In 1925, they were revised and elaborated. In 1936, rules were framed regulating the service condition of teachers, but they were not adequate. It was in May, 1949 that salary-scales for teachers of all non-Government recognised high schools were prescribed and the school managements were required to enforce them with effect from April, 1949. With the rising price-index and growing awareness among the teachers, claims for improving the scales of pay and service conditions were pressed forward by them towards the middle of the last decade and as a result elaborate rules governing the service conditions of teachers were framed in September, 1955, and the scales of pay revised in April, 1957. The age of superannuation of teachers was raised from 55 years to 60 years in 1957. This has been further raised to 62 years since April, 1952. Elaborate rules regarding the constitution of the managing committees of non-Government high schools were framed in September, 1954, which were partially modified in March, 1958 and May, 1963.

22. While the majority of managements and teachers welcomed these measures aimed at improving the situation obtaining

in these schools, there were a few proprietors or interested managers who did not relish the curtailment of their powers and challenged the authority of the department to frame rules, affecting their so-called rights and privileges, in the law courts. When the departmental rules were declared lacking in legal sanctity, the State department of education enacted the Bihar High Schools (Control and Regulation of Administration) Act, 1960. This enactment gave autonomous status to the Board of Secondary Education, Bihar. According to this Act, the Board of Secondary Education has the following functions:—(i) inspection of high and higher secondary schools—either through board of inspectors appointed by it or through the inspecting officers of the State department of education; (ii) according recognitions to schools or withdrawing it; (iii) sanctioning of grants to non-government high and higher secondary schools; (iv) regulating the conditions of service of the teaching personnel working in these schools, and (v) giving approval to the managing committee of the above-noted schools, suspending them for a period not exceeding six months or dissolving them, except in case of schools established and administered by minorities based on religion or language.

23. An appeal may be preferred against the orders of the board, relating to the functions mentioned under (ii) and (v) above, to authority appointed in this behalf by the State Government. As the number of schools started growing after independence and the number of students appearing at the matriculation examination grew correspondingly and as also the number of colleges and students reading in them started growing in geometric progression, the need for granting autonomy in the field of higher education to the universities and creating a separate school examination board come to be acutely felt. The year 1952 represents an important landmark in the field of higher education. The Patna University Act and the Bihar University Act, were passed by the State legislatures, creating the Bihar University and granting autonomy to universities in the field of higher education. The responsibility for conducting the matriculation examination was taken away from the Patna University through another enactment—the Bihar School Examination Board

Act, 1952, and an autonomous board—the Bihar School Examination Board was charged with the responsibility of holding the secondary school examination in this State. Consequent upon the setting up of higher secondary schools, the responsibility for conducting the higher secondary school examination also was entrusted to the same board through the Bihar School Examination (Amendment) Act, 1959.

24. During the beginning of the second five-year plan, the State department of education set up the bureau of educational and vocational guidance for training school—counsellors for Government multi-purpose and higher secondary schools and teacher-counsellors for the non-Government higher secondary and multi-purpose schools. Apart from training school counsellors and teacher-counsellors the bureau prepares, publishes and distributes materials on testing and educational and vocational guidance among the schools. Towards the end of the second five-year plan, the department set up a text-book research bureau for conducting research in the preparation of text-books. During 1962-63, an examination research bureau was set up for conducting research in the technique of evaluation and examination.

All these bureaus work in the field of secondary education in their own way without effective co-ordination between them. This state of affairs is not very satisfactory and it admits of considerable improvement in their working.

25. In course of our enquiry several factors affecting the sound development of secondary education were brought to our notice, some of which are indicated here—

(a) It is felt that better conditions of service should be made available to the teachers and headmasters working in non-government secondary schools. The heads of non-government secondary schools should be given more powers to ensure efficient work inside the institutions.

(b) Secondly, since the vast majority of secondary schools are being run practically with their fee-income and grants-in-aid from Government, *i.e.*, without any tangible public or local financial support other than fees, some members strongly suggested the taking

over of the control of the schools by the department.

(c) Thirdly, there are the well-known difficulties in the preparation, production and the timely supply of good text-books which a number of high level investigations has failed to surmount.

(d) Fourthly, there is the proliferation of the bodies (of differing status) dealing with secondary education side by side with the State education department, such as, the board of secondary education, Bihar, the Bihar school examination board, the educational and vocational guidance bureau, the text-book and education literature committee, the text-book research bureau and the examination research bureau. We had to consider the urgent problem of giving these secondary education bodies some semblance of a much needed cohesion in the light of the position of bodies with similar functions in other states and in the light of the organisation and functions of the national council of educational research and training (N.C.E.R.T.), Delhi. At the same time, we had to keep in view our local conditions and the future status of the body that we may recommend in their place. It was found that it would be necessary to keep such a body beyond the provisions of the Companies Act in the interest of economy. All members felt that it would be very difficult to improve things unless the present board of secondary education is enlarged and reconstituted to cover all these functions and unless it is given a sound statutory and autonomous status.

26. We, therefore, recommend that all the bodies, statutory or otherwise, at present dealing with the different aspects of secondary Education, enumerated above, be merged in an omnibus Board of Secondary education, Bihar, which should cover all these activities through its wings as indicated below :—

(i) *Organisation.*—Recognition, financial administration, etc., educational supervision, and control of non-Government schools and its personnel when they

may be taken over with the consent of the owners or managers ;

(ii) *Examination*.—Public examination, examination research and curricula ;

(iii) *Text-books*.—Preparation and production of text-books prescription and recommendation of such text-books or reference books as are not produced, text-book research, and

(iv) *Guidance*.—Educational and vocational guidance, training of school counsellors and teacher counsellors and preparing them for suitable diploma or certificate in guidance and counselling ; guidance research, preparation of tests, contact with parents and guardians, etc., etc.

The board should be a statutory and autonomous body which can function without such inhibitions as have limited or minimised the utility of the present bodies. The relevant Acts should be modified or if necessary, they should be replaced by a comprehensive legislation on secondary education which may meet all these needs and which may help to make the new board a body in suitable equilibrium responding significantly to the developing needs of secondary education in this State.

27. For the purpose of maintaining better control over the administration, growth and planning of secondary in the State, we recommend that the reconstituted board of secondary education, Bihar, should set up subordinate school boards in each district or subdivision or smaller areas as the need may be. In no case, a school district should have more than 25 to 30 non-government high and higher secondary schools including girls schools. For every school district a school board should be constituted with the purpose of giving representation to the people of the area interested in education, as also to such people who have donated money for the development of secondary education in the area. There should be a reasonable number of departmental representatives on each school board. The creation of school board should help in fostering community participation in planning and

accelerating the spread and growth of secondary education. The reconstituted Board of Secondary Education should take over the control of the schools and their personnel, beginning with heads of schools, as the owners and managers of the institutions give their voluntary consent for this purpose. The State subsidised schools should form the nucleus of the proposed school district. In future all Government grants for the maintenance and development of high or higher secondary schools should be given by the Board of Secondary Education through the departmental officers to subordinate school boards in the specific names of institutions concerned, but care should be taken not to make the agency of the school board a bottle-neck. The creation of school boards will help improve the service conditions of the teaching and non-teaching personnel and facilitate their transfers between schools within the school district and between the school districts with the permission of the parent body the Board of Secondary Education. The entire deficit calculated on the basis of approved expenditure, should be met by the State department of education, in case of school placed under the control and management of the school-boards. The Secretary to the school board should be given a suitable allowance for looking after its work and necessary clerical assistance should be placed at his disposal.

28. We further recommend that for the purpose of effecting efficiency in the administration and supervision of non-government high and higher secondary schools, the unit of educational administration should be the school district. In the event of the school district becoming the lowest unit of administration in the field of secondary education, the field administrative units of the education department may be reorganised and renamed as school districts, divisions and regions. Every division and region may comprise three to four school districts and divisions respectively to ensure better and more effective administration and supervision. The educational officers who head the three units indicated above may be designated as District Education Officers, Divisional Education Officers and Regional deputy directors of education respectively, to form the upward chain of line officers below the Director of Public Instruction.

Similarly, for the better and more effective administration and supervision of secondary schools exclusively meant for girls the lowest administrative unit may be the school division with a Divisional Inspectress of schools in class II of the Bihar Educational Service at its head, while the posts

of the four Regional Inspectresses of Schools should be in class I of the Bihar Educational Service. It is expected that the proposed set-up will not entail any considerable additional expenditure on educational administration and supervision.



## CHAPTER IV

### CURRICULUM

1. The secondary school curriculum, as formulated during the British regime in India, had its inherent defects and it naturally came in for a good deal of criticism from time to time. The general charges levelled against it were that it was narrowly conceived, bookish and theoretical, overcrowded with many insignificant contents, lacking in practical and vocational bias and unable to cater to the various needs and aptitudes of the adolescents. The department of education gave a serious thought to these criticisms and produced the revised syllabus for classes VIII and IX which was introduced in class VIII from January 1950 and in class IX from January 1951. Along with this, the department also started making preparation for the revision of the secondary school syllabus and this revised syllabus was introduced in class X from July 1952, the session having been changed from January—December to July—June. It may be recalled that the students who were taught according to the revised syllabus for classes VIII and IX were the first to handle the revised courses of study for secondary school examination. They took the secondary school examination in 1954.

2. Another innovation, which went together with this revised courses of study, was the introduction of the system of assessment of the work, performance, and achievement of the students by their teachers upto the extent of the twenty per cent of marks allotted for each subject, the final written examination being held in the remaining eighty per cent. The revised courses of study provided for common core programme in the field of specialised education. This course of study is still in force.

3. Towards the end of the forties of this century, another novel experiment was made in the field of post-basic education, which was an extension of basic education beyond class VIII and which laid emphasis—on vocational bias. The post basic schools may in some way be treated as the precursors of the multipurpose schools. The post-basic curricula put stress on correlated teaching and learning of useful crafts. With the passage of time, it came to be

realised that they could not achieve these objectives and they rightly came to be regarded as schools imparting secondary education. This culminated into the issue of a circular by the State department of education, in 1960, granting them the status of secondary schools for all practical purposes.

4. The most remarkable development in the field of secondary education took place when the Secondary Education Commission headed by Dr. A. Lakshmanaswamy Mudaliar submitted their report in 1953. The recommendations of this Commission with regard to curriculum amounted to the endorsement of developments that had already taken place in this State in the direction of diversification of courses, reinforcement of the idea of providing a fairly rich core programme for imparting general education and a wide range of elective groups (as many as seven) for giving specialised education to the pupils and expansion of the dimension of secondary education by adding an additional year to its span and calling it the higher secondary stage of education. A draft syllabus for higher secondary schools was prepared by the Central Ministry of Education for the guidance of the State departments of education, on the basis of the recommendations of the Secondary Education Commission. Our State department of education reacted favourably to most of the recommendations made by the Commission and took positive steps to frame syllabus for its own multipurpose and higher secondary schools.

5. The courses of studies for higher secondary school examination were introduced in class IX special (equivalent to class X of high school) from July 1957, in class X special from June 1958 and in class XI special from January 1959, the academic year having been changed from July—June to January—December, as stated previously. The first higher secondary school examination took place in 1960. The higher secondary school examinations have shed light on certain much needed reforms in the field of curriculum and examination.

6. The present courses of studies for classes VIII & IX are diversified and comprise common core subjects and elective groups. We do not consider class VIII a suitable stage for the introduction of the diversified courses of study on the following grounds :—

(a) We have about five thousand middle or senior basic schools in our State. Pupils passing out of middle schools and even senior basic schools seek admission to class VIII of high or higher secondary schools. In the new situation, the teachers cannot be expected to know the pupils at once by personal contact alone, for cumulative record cards do not exist at present. Nor can the pupils be expected to develop understanding with the teachers in a short time. In the circumstances, neither the teacher nor the counsellor can reasonably be expected to furnish sound advice to the pupils about the right stream suited for them nor can they be expected to seek the guidance of an unfamiliar teacher or counsellor with confidence.

(b) Moreover, it is on the foundation of general education that the edifice of specialised education is raised. The quality of general education imparted in our middle schools or senior basic schools, depending on the qualifications of teachers, does not form a sound foundation for raising the superstructure of specialised education. Hence, another year of general education, in the campus of a secondary school imparted by better teachers, may prove a stronger base for introducing diversification of courses.

(c) Our Constitution envisages that free and compulsory elementary education would be imparted up to class VIII. The State has not been able to fulfil this obligation, but the day it is able to extend universal, free and compulsory education up to class VIII the present syllabus of class VIII may not stand it. Hence it is high time that we recast our syllabus to remove these disadvantages.

7. With this end in view, we recommend that the syllabus of class VIII

should have compulsory subjects, the details of which are illustrated in the structure of the syllabi for different stages of education in paragraph 33.

#### *Three language formula*

8. According to present arrangement pupils whose mother-tongue is Hindi, are required to read Hindi as the national language and also as the literature of their mother-tongue ; whereas pupils whose mother-tongue is not Hindi are required to study the national language (Hindi) and the literature of their mother-tongue (Urdu, Bengali, Maithili, Oriya, Nepali or Santhali). This arrangement holds good for both secondary and higher secondary school examinations. In the interest of national integration, better emotional adjustment and understanding between the citizens of India, in fairness to the pupils whose mother-tongue is not Hindi, and also in the interest of Hindi speaking pupils themselves, we recommend that the three-language formula as formulated by the Government of India and accepted by the State department of education, vide Resolution no. 3572-E, dated the 25th September 1958 (Appendix I), be faithfully implemented with the following amendment in place of paragraph 4 (c). "Hindi (for non-Hindi speaking students) or any of the South Indian language (for Hindi speaking students) provided it is not any of the languages offered under group A of this paragraph". We want to make it specific that for the purposes of our schools, the second Indian language should be either Tamil, Telugu, Malayalam or Kannad and the proper stage for introducing the teaching of the second language should be class III of our elementary schools, in view of our recommendation which comes later that the teaching of English has to be introduced from class IV. The structure of syllabi, which we are going to suggest, has been framed with a view to faithfully implementing the three-language formula.

#### *Classical language and extra subject*

9. At present a student is required to study a classical language (either Sanskrit, Arabic or Persian), in classes VIII and IX, as a compulsory subject. At the elementary stage, there is no provision for the teaching of classical languages, although Sanskrit is taught as a second Indian

language to students whose mother-tongue is Hindi. At the secondary and higher secondary stages (Classes X & XI and Classes IX special, X special and XI special), a student who has elected humanities and social sciences as his elective group may offer a classical language as one of his three optional subjects. If he intends to offer an extra subject, he may offer any of the subjects under that elective group which has not offered as his three optional papers. All students, who have not elected a classical language as one of their optional papers, whatever their elective group, may offer only a classical language as their extra tenth paper. Any marks secured by a student beyond the pass marks fixed for the additional tenth paper is added to his aggregate. This provision results in rather unusual combinations of subjects, because if a student fails in any of his three optional papers and passes in the extra tenth paper, the marks of the subject of failure are interchanged with the marks of the extra tenth paper. Very often students pass the examinations with the following combinations :—physics, chemistry and sanskrit ; or physics, persian and mathematics ; or arabic, chemistry and biology ; or elements of commerce, sanskrit and book-keeping or shorthand and typwriting. There may be scores of such combinations. There appears to be over-emphasis in the matter of teaching classical languages. A student must be free to elect the extra paper according to his choice. The new structure of syllabus seeks to remove this handicap. A candidate who has offered natural sciences as his elective group, may now offer such combination as physics, chemistry, advanced mathematics and extra biology, so that he may prepare himself both for the study of medical science or engineering. Similarly, students can offer such combinations which may give them better opportunity to cover different areas of their elective fields and thus may be in a position to acquire better job skills or to procure wider opportunities for themselves in the field of higher education.

10. In this connection, mention may also be made of the recommendation of the Secondary Education Commission, paragraph 'E' of the suggested curriculum under chapter VI.

“Besides the above, a student may take at his option one additional subject

from any of the above groups irrespective of whether or not he has chosen his other options from that particular group.”

This is a remarkably progressive recommendation. If it is not possible to allow a student to offer one additional subject from any of the elective groups, it should at least be possible to allow him a subject from such elective group or groups which the school has among its offerings. This provision will bring the study of classical language to its proper place, that is a student, who has chosen humanities and social sciences as his elective group, may offer a classical language as one of his three optional papers or as his extra elective subject or a student, who has chosen another elective group, may offer it as his optional extra elective subject ; but there should be no element of compulsion by the school in the election of an additional subject by the students.

11. Since the study of the classical language has certain undeniable advantages each classical language being the source of a number of modern languages, we are of the opinion that a three-year integrated course in classical languages may be given during classes VI to VIII. A student may be required to study a classical language of his choice during these classes and from class IX its study may be made optional.

#### *Position of English in the school curriculum*

12. With the advent of independence in the country, feeling ran high against the teaching of English from class IV of our elementary schools. After a great deal of thinking, the State department of education decided to abolish the teaching of English in the elementary grades. From January, 1947, the teaching of English in classes IV and V was abolished. Similarly, teaching of English in classes VI and VII was abolished from January 1948 and January 1949 respectively. However, English continued to be taught in class VIII to XI. Gradually it came to be realised that the teaching of English was of great importance in our educational system. The abolition of English from the lower classes naturally resulted in lowering the standard of English. It was felt that when books on science, medicine and technology

and even in other foundations of knowledge were in English, we were doing less than justice to our youths by debarring them from new vistas of knowledge and learning which the English language was capable of providing. Gradually it came to be realised by people and educationists all over India that the wide gates of English must be flung open to admit the latest developments in the various fields of education and to keep ourselves abreast of the recent researches and developments in the fields of technology and sciences. India has an important role to play in the international field. If we have to successfully communicate with the nations of the world we must master at least one international language and no one can deny the pride of place English has as an international language. It will not be prudent to allow the advantages, that the knowledge of English has bestowed upon us to slip out of our hands. While there should be great emphasis on the development, spread and teaching of the national language (Hindi) and other regional languages, window opening on the world of knowledge should not be closed. The re-introduction of English in classes VI and VII from January 1959 gave evidence of the fact that we were sincere in the task of bringing about educational reconstruction in the country.

13. This experiment, however, has been very instructive. We are now in a better position to assess the importance of English in our school curriculum. Universities complained that the school graduates did not have a fair standard of English which hampered their progress of studies in non-language subjects as well as in English. People complained that our university graduates do not fare well in the all-India Competitive Examination and also in services and careers where English was still in use. Our university graduates felt mostly handicapped in the realm of spoken English. Quite a number of States in our country have been wise and progressive enough to re-introduce the study of English either from class III or class IV. It is high time that we also re-introduced English teaching from class IV. The question of the wherewithal and the paucity of qualified staff should not be allowed to stand in the way of the re-introduction of the study of English in classes IV and V. The State Government has been farsighted

enough in setting up an institute of English, for training and re-training English teachers, in 1962. For the proper functioning of the institute of English in Bihar, we are of the opinion that it should be adequately staffed. The institute should have the services of a consultant and a whole-time director as early as practicable and the national emergency need not stand in the way.

14. The huge flock of admission seekers in the Anglo-Indian schools and other English medium schools shows conclusively the popularity that the English medium schools have gained during these years amongst middle-class people in spite of high tuition fees. The presence of a number of private elementary schools and pseudo-public schools in the larger towns of this State, which charge exorbitantly high fees in the name of running English medium classes or teaching English in the infant classes, is a pointer to the fact that English medium classes and the study of English in the lower standards are in increasing demand and that the State department of education must also extend the facility of getting education through the medium of English to those who so desire.

15. We recommend that Government higher secondary multi-purpose school at each divisional or district headquarters and residential school, Netarhat, should have parallel English-medium classes by way of experiment and further steps in this direction may be taken after watching the experiment for two years. Similarly, selected non-Government higher secondary schools or even high schools may be given this option in each division or district.

16. In these very schools, provision should be made for teaching of English literature, one paper, as part of group (A) (humanities and social sciences). This will also serve as an experiment and it may be extended to other schools in future.

17. We shall discuss the methods of teaching English later. Here we just note that we should adopt to the structural approach to the teaching of English. Our teachers should know what sort of English to teach, how to bring about balance in written and oral work, what sort and how

much of English grammar to teach, how to drill the students in right intonation, and how to get mastery over structural words and content words. English teachers and learners of English should know that the content words represent the things, acts or qualities which we talk about, and the structural words are those which we talk with. The structural words help us in building up statements, questions or commands. Young learners cannot acquire the skill of speaking and writing correct English easily, unless the right type of teaching method is adopted.

18. The question is where to get teachers qualified to handle the courses of study and the inquisitive learners. We have already referred to the institute of English. The facilities for training or retraining of teachers in the structural approach to the teaching of English, now available in it, should be put to maximum utilisation with a view to ensuring that at least one teacher in teachers training school and in each Government or non-Government secondary school gets trained there. This would help to promote the teaching of English on right lines at every stage.

19. The revised syllabi of English methods for the teachers' training schools and teachers training colleges have been framed with a view to preparing the right type of English teachers for our elementary and secondary schools. Hence we recommend that (a) Government notification no. 2924 dated 4th September 1960 laying down a revised syllabus of English methods for the teachers' training schools be fully enforced in all its details so that the intermediate and matriculate teachers under training may get adequately trained to teach English in elementary schools according to modern methods; and (b) Government notification no. 2925-E, dated 4th September 1960 laying down a revised syllabus of English methods for the teachers' training colleges be fully enforced in all its details so that the graduate teachers under training may get adequately trained to teach English in secondary schools according to modern methods.

#### *Physical education and military science*

20. During pre-independent India, physical education or training occupied extra-curricular berth, but now it is within the

curriculum ring. The current syllabus for classes VIII and IX includes physical training and proper share has been given to it in the school time-table. The integrated syllabus for elementary schools also puts due emphasis on physical training and games. There is, however, no examination in this subject. The State department has issued instructions to the secondary and higher secondary schools about the appointment of a physical instructor, a graduate holding a diploma in physical education, but hardly 200 schools in the State have a physical instructor on their staff. The department re-imburse the schools, that have appointed physical instructors, at the rate of Rs. 50 a month per instructor towards meeting the cost of salary. Besides this, a non-recurring grant of Rs. 500 is given to each school, appointing a physical instructor for the first time, for the purpose of purchasing necessary tools and equipments relating to physical training, games and sports. In spite of this encouragement, there has been very slow progress in this field. It has been seen that a part of the amount allotted for this purpose in the State budget has lapsed during the past five years, there being dearth of schools qualifying for the grant.

21. As early as in May 1955, the State department of education passed orders requiring each secondary school to treat the physical instructors, that is graduates holding diploma in physical education equivalent to the trained graduates (that is graduates holding diploma in education) in respect of emoluments. In Government high schools, the post of physical instructors were upgraded to the lower division of the subordinate educational service. But in spite of this impetus the scheme has not made much headway. At present physical training (including games and sports) is a part of co-curricular activities in the secondary and higher secondary schools. We are of the opinion that the schools should be required to appoint physical instructors very soon and the existing facilities for training of physical education teachers, as obtaining in the Government College of Health and Physical Education, Patna, should be expanded by increasing the number of seats, so that the required number of physical instructors may be available for appointment in a couple of years. What

our students of secondary schools need today is not only physical training, exercises or mass drill given in a leisurely way, but they need good grounding in physical education, which may give them a good knowledge about human physiology, nutrition and dietary, and good health habits apart from diversified physical training. The violation of our national boundary by the Chinese is a sufficient indication of trying time that we are going to have. Prudence demands that we should always be strong, armed and vigilant to defend the integrity and sovereignty of our country. The trouble that has arisen along our borders has its genesis in divergent political philosophy quite opposed to ours, and the struggle for the supremacy of our democratic system is going to be a long drawn one. There is no doubt that the country has risen to the occasion, but what is required is a long range preparation and sustained effort that will keep us physically strong, mentally alert, militarily powerful and morally at a very high plane. Our boys and girls must be healthy persons able to undertake hazardous roles in the defence of our frontiers. It is with this end in view that we recommend the adoption of physical education and military science as a compulsory subject of study for all our able-bodied boys and girls in classes X and XI. Courses in military science should consist of instruction in military drill, tactics, field intelligence, map reading, compass reading and allied subjects related to elementary military science. The study of this subject will facilitate the study of military science in the degree course, if a student chooses to offer it. This subject should have both theoretical and practical parts of examination and should carry in all 50 marks. The syllabus for this subject should be framed speedily in consultation with the experts on physical education and military science.

*The structure of the present secondary and higher secondary syllabi and their shortcomings.*

22. The secondary as well as the higher secondary syllabi consist of a common core programme and a number of elective groups. The common core programme consists of modern Indian language and literature, English language and composition, social studies and everyday science or elementary mathematics.

Students electing natural sciences, agriculture and elementary engineering groups have to study elementary mathematics, whereas those not offering natural science, agriculture, and elementary engineering groups have to study everyday science. General science is a compulsory subject in classes I to VII, but the syllabus of classes VIII and IX, which is a diversified one, does not make any provision for teaching general or everyday science to the students, who offer fine arts and commercial groups. Students offering the humanities group may or may not offer it, as it is one of the several subjects included in this group. Apart from a common core programme, each candidate is required to offer three optional papers, but from only one optional group. Amongst the optional groups, humanities and social sciences, natural sciences, elementary engineering and agriculture are common elective groups in the syllabi for secondary and higher secondary school examinations, whereas arts and crafts, education and social welfare, commercial and secretariat training, public health and first aid, and home management are the other elective groups in the secondary school syllabus and fine arts or crafts, commerce, and home science are the remaining optional groups in the higher secondary school syllabus. While we recommend that this State should stick to the diversified courses, the curriculum of the high school should be made identical with that of the higher secondary school up to the highest class of the high school. This would mean that there should be only one syllabus, i.e., the higher secondary syllabus, comprising three parts (all the three parts to be used in higher secondary schools) of which first and second only should be taught in classes X and XI of high schools. For the benefit of the secondary school graduates who may like to join the XIIth class of the higher secondary school, instead of joining the pre-university class, the syllabus of class XII may be framed in such a way as to make it identical with the syllabus of the pre-university class, but care should be taken to maintain harmonious sequence and continuity in the subject-matter field in each subject area.

23. We recommend that there should be only the following eight optional groups in the syllabus as detailed in Appendix J: -

- (1) Humanities and social sciences.

- (2) Natural sciences.
- (3) Fine Arts.
- (4) Crafts.
- (5) Commerce.
- (6) Agriculture.
- (7) Elementary Engineering.
- (8) Home science.

Apart from this, everyday science and elementary mathematics should be redesignated as general science and mathematics respectively. Their syllabi should be enriched and made more broad-based. Students appearing at the secondary school examination as private candidates are at present allowed to offer elementary physiology and hygiene in lieu of everyday science or elementary mathematics. We are of the opinion that this arrangement should be allowed to continue.

*Position of craft teaching in the curriculum*

24. The integrated syllabus for elementary schools in Bihar, which is now in force in all primary, middle, basic, and high schools having elementary classes, has alternative crafts as a required subject of study. The current syllabus for classes VIII and IX also has craft as a compulsory subject of study. Students preparing for secondary school examination have compulsorily to study one of the crafts, as a part of social studies paper. Besides this, there are different crafts in the elective group C : Art and Crafts, such as weaving and spinning, wood work including cabinet making, pottery, printing and dyeing, metal work, stone work, leather craft and tailoring. In the courses of study for the higher secondary school examination we do not have craft as a compulsory subject of study. However, crafts form a separate elective group, alternative to elective group C : Fine Arts. It may be worthwhile to mention here that the Secondary Education Commission recommended inclusion of craft among the core subjects so that all students may be required to study and learn a craft. The State Department of Education had its own justification for its non-inclusion as a compulsory subject of study in the higher secondary curriculum. At the elementary stage of education, experiments were made in the teaching of craft in different types of schools. During the last part of the

forties of the current century, post basic schools came into existence. In the post-basic syllabus, craft had a very prominent place. The working of the post-basic syllabus did not give us a very happy experience. In the beginning, the products of post-basic schools turned out to be good at craft, but deficient in the academic field. Later, the students of post-basic schools preferred preparing for the secondary school examination rather than completing the post-basic course. This trend amongst the students led to the conversion or upgrading of post-basic schools into secondary or multi-purpose higher secondary schools. Nor has the working of the secondary school syllabus apropos craft given us a happy result. The arrangement made by secondary schools towards craft teaching, either from the point of providing qualified teachers or equipments cannot be described as adequate. What is the use of making a subject compulsory, unless we provide facilities for its teaching? We have long experimented with the idea of engendering respect for manual labour or giving a somewhat vocational bias to the students. We vindicate the stand taken by the State Department of Education in regard to non-inclusion of craft amongst the core subjects. If a student is interested in the study of craft or if he wants to learn a craft for earning his livelihood, he may elect the craft-group as the area of his specialised study. We do not want to increase the load of the curriculum by adding such subjects which may not be of interest to all students at the subsequent stage. The dimension of curriculum is increasing day by day and the content-field is being watered down by the inclusion of newer substances. The scope and dimension of craft-teaching as an independent elective group and as an item of the core subjects group are bound to vary. We prefer the former to the latter, because we feel that the study of craft or any other vocational subject should give adequate saleable skill to the students and we expect our multi-purpose schools to strive towards this end.

25. With this end in view, we recommend that the present arrangement of teaching craft-work should continue up to class IX so far as boys are concerned. We do not favour the study of craft work by the girls in classes VIII and IX. We feel that girls should have a better

alternative. We are of the opinion that the study of domestic science, music and art (drawing) will be more beneficial to the girls than the study of a craft. The study of music and arts (drawing) will create a base for the study of fine arts as an elective area, whereas the study of domestic science will vouchsafe the minimum domestic skill to the girls as well as provide a base for the advanced study of home science as a specialised area of study. We recommend that the boys should study craft including art (drawing) instead of studying craft only. In class VIII, the above noted alternative combinations should be taught as an independent paper. In class IX, this paper should be merged with citizenship paper in the social studies group. A look at the structures of syllabus proposed for classes VIII and IX will make our point clear.

#### *Social Studies*

26. Our syllabi, right from the elementary up to the higher secondary stages have social studies as a compulsory subject of study, because we firmly believe in the democratic set-up of life and want that our children should have a good grounding in the art of citizenry. We want that these citizens of the future should not only develop the capacity to adjust in the society, but also help develop the community institutions, exercise their discretion in a prudent manner, understand the roles they have to play in the growth of our democracy, stand firm under trying conditions and come to have a better understanding of national and world problems. Social studies should not be a conglomeration of disjointed units, but it should have harmonious relationship between its component parts, parts which deal with our environment, culture and current problems. As the child grows to be an adult and passes from elementary to the secondary or higher secondary stage, he should be exposed to the regional, national and inter-national scenes.

27. Let us now turn to the actual shortcomings that are being pointed out by the educationists and people in general. The critics say, and they are right in saying so, that the present syllabus of social studies is greatly responsible for our students' lack of knowledge in the field of history and geography. There has

been increasing demand about restoration of history and geography as clear entities in our school curriculum. Being aware of this demand and realising the importance of the study of citizenship and development of closer contacts with the current problems by the students, we recommend that social studies should generally consist of history, geography and citizenship each carrying 50 marks in classes VIII and IX, and also in classes X and XI. History and geography should constitute one examination paper from class VIII to class XI. Citizenship carrying 50 marks should be a separate paper in class VIII. And in class IX, it should combine with craft including art for boys, and domestic science including music and art for girls to form one paper. In classes X and XI of high and higher secondary schools, the syllabus for citizenship should have civics, elementary economics and current affairs, etc. Students electing humanities and social sciences as their elective group of study from class IX onwards and offering history and geography as optional subjects should be required to study advanced courses in these subjects to avoid, repetition of the subject contents included in the social studies group. The study of civics, elementary economics and current affairs under the head citizenship will help develop better understanding of the current issues dominating the national and international scenes.

28. Having discussed the salient features of the present and proposed syllabi of classes VIII to XI, we have now to point out the excessive curricular and examination load on the higher secondary students. An analysis of the present higher secondary school examination will reveal that a student who takes it is required to answer questions on subjects and areas covered by him during his three years' study. This turns out to be a very heavy load. On the other-hand a student, who takes the secondary examination after successful completion of the secondary school course and joins the pre-university class, has to study modern Indian language and literature, English, and the three optional subjects only and take the pre-university examination in the contents covered during only one academic session. His counterpart in the higher secondary school has to carry the additional load of subjects like



social studies, everyday science or elementary mathematics, besides maintaining records of assessment up to class XI special. If this system, which creates imbalances between the higher secondary school and pre-university examinations, is allowed to continue, with the addition of military science and physical education to the school curriculum, the work load of the students of class XII (present class XI special) will further increase to the detriment of the successful working of the higher secondary scheme. The present system of holding examination in all subjects at the end of three years' study stands exploded on the following two grounds :—

- (a) It is not a sound practice to carry the load of all subjects for a very long period of time. It is prudent to drop a number of subjects, not considered very important for subsequent studies, after their studies have been completed and examinations held.
- (b) The reduction of congestion of subjects greatly helps in finding out more time for the intensive study of such subjects which are of considerable importance in the student's career.

29. To make the above two points more specific, it may be said that the higher secondary school curriculum is heavier and there is no hope of its being made light in the near future. In the circumstances, carrying over of all subjects up to the end of class XI special makes the school time-table heavily congested and hinders any form of specialisation in the elective fields. On the contrary, if the studies and examination of subjects like the second Indian language or the national language, social studies, general science or mathematics, and military science and physical education are completed at the end of class XI (or present class X special) of the higher secondary school, it will be easier to allocate adequate periods for the intensive teaching of language and literature of the mother-tongue, English and optional subjects in the school time table. Whether a student intends to join a career or join an institution of higher learning after passing out of the higher secondary or multi-purpose school, the intensive study of the above-noted areas, that is the two most important languages, the mother-tongue and English, and the

optional subjects will help him a great deal. Specially, this arrangement will be extremely helpful for students for whom higher secondary education is going to be a terminal point. We know that higher secondary education can not be a terminal point as long as we are unable to impart adequate marketable skill to our school graduates.

30. Hence, we recommend that the higher secondary school examination should be staggered to enable the students to take their final public examination in social studies, general science or mathematics, the second Indian language or the national language, and military science including physical education, at the end of the eleventh year. This will leave the higher secondary students of class XII with the mother-tongue (100 marks), English (200 marks), electives (300 marks) and optional extra elective (100 marks). The final school examination of the students of class XI of high schools will be the same as those of the students of higher secondary schools in the subjects which the latter finish at the end of class XI.

31. Those who pass the secondary school examination and wish to prosecute further studies may either seek admission in class XII of the neighbouring higher secondary school or in the pre-university class, or they may take the higher secondary school examination as private candidates through a recognised higher secondary school in groups having no practical test. Henceforth, students of higher secondary school may not be allowed to seek the opportunity of exercising option for appearing at the secondary school examination at the end of class X special (proposed class XI), which they have been exercising hitherto. Such students of higher secondary schools, who fail in any of the subjects of examination at the end of class XI, may be promoted to the next higher class on condition that they will take the supplementary examination in the subject or subjects of failure along with such secondary school examinees, who may take it, and obtain the required pass mark. If they fail in any of the subjects at this examination they shall not be deemed to be eligible for taking the higher secondary examination until they pass the subjects of staggered examination. Students of class XII shall

continue the intensive studies of the remaining subjects, so that they may specialise in these fields. The public examination in these five areas should be held at the end of class XII and the division or class in which the students pass may be declared after taking the marks of the two examinations into account. Such secondary school graduates who seek admission in class XII of the higher secondary school shall follow the higher secondary syllabus.

32. The syllabi of the pre-university class and the higher secondary schools (3rd part) being similar, there should be only one examination body for both so that uniformity of standards may be maintained.

33. It is now time that we present a comparative picture of the existing as well as the proposed syllabi. The first column, in the comparative charts, indicates the

existing position, whereas the second or third presents the modified structures of syllabi.

## (a) CLASSES I TO VII.

As at present.		Modification proposed.
1. Mother-tongue	I to VII	To continue.
2. Mathematics	I to VII	Ditto.
3. Social studies	I to VII	Ditto.
4. General Science	I to VII	Ditto.
5. Fine Arts (music, drawing and painting).	I to VII	Ditto.
6. Physical training and games.	I to VII	Ditto.
7. Crafts	I to VII	Ditto.
8. One second Indian language or Hindi.	IV to VII	III to VII
9. English	VI to VII	IV to VII
10. Classics	..	VI to VII

## (b) CLASSES VIII AND IX

As at present.		Modification proposed.	
Class VIII (general education only).		Class IX (exploratory class).	
	Marks.		Marks.
1. Modern Indian language	(a) Mother-tongue, one paper (b) One second Indian language or Hindi, one paper.	To continue .. ..	100
2. Classics .. ..	To continue (continuation course).	.. ..	..
3. English .. ..	To continue .. ..	To continue .. ..	200
4. Physical training ..	To continue .. ..	To continue .. ..	..
5. Craft-work ..	Craft including art (drawing) for boys/domestic science, music and art (drawing) for girls.	Section item 6(b) below ..	..
6. Social studies ..	Social studies : (a) History and Geography .. (b) Citizenship ..	(a) To continue .. (b) Citizenship and craft including art for boys/citizenship including domestic science, music and art for girls.	100 100
7. Mathematics ..	To continue .. ..	General science for those not offering natural sciences, agriculture and elementary Engineering groups/mathematics for those offering natural sciences, agriculture and elementary engineering groups.	100

## (b) CLASSES VIII &amp; IX—concl'd.

As at present.		Modification proposed.	
Class VIII—concl'd.		Class IX—concl'd.	
	Marks.		Marks.
8. Three electives from any of the five groups/ natural sciences, humanities and social sciences, fine arts, commerce and technical.	100	Three electives from any of the following groups :— Humanities and social sciences, natural sciences, fine arts, crafts, agriculture, commerce, elementary engineering and home science.	300
<b>Total ..</b>	<b>900</b>	<b>Total ..</b>	<b>1,000</b>
		Extra elective ..	100

## (c) CLASSES X AND XI.

As at present.	Marks.	Modification proposed. *	Marks.
1. Modern Indian language :			
(a) Paper I, the national language (Hindi)	100	1. (a) The national language or one second Indian language.	100
(b) Paper II, literature of mother-tongue	100	(b) To continue .. ..	100
2. English language and composition, two papers.	200	2. To continue .. ..	200
3. Social studies—		3. Social studies—	
(History and civics (one paper) ..	100	(a) History and geography.	100
		(b) Citizenship (civics, elementary economics and current affairs, etc.).	50
4. Everyday science for those not offering natural sciences and elementary engineering groups/elementary mathematics for those offering natural sciences and elementary engineering groups/ elementary physiology and hygiene for private candidates.	100	4. To continue — General science for those not offering natural sciences, agriculture and elementary engineering groups/ mathematics for those offering natural sciences, elementary physiology and hygiene for private candidates.	100
5. Three subjects from one of the following elective groups :— humanities and social sciences, natural sciences, arts and crafts, education and social welfare, commercial and secretarial training, agriculture and allied subjects, public health and first aid, home management.	300	5. Three subjects from any of the following elective groups:—humanities and social sciences, natural sciences, fine arts, crafts, commerce, agriculture, elementary engineering and home science.	300
	900	6. Military science including physical education (theory 30 and practical 20).	50
		<b>Total ..</b>	<b>1,000</b>
6. One extra subject (classical language)	100	7. One extra elective .. ..	100

CLASSES X AND XI.		(d) CLASSES X AND XI AND CLASS XII		CLASS XII	
Class IX (spl.) to (XI spl.)					
As at present.		Modification proposed.			
1. Modern Indian language :	Marks		Marks		Marks.
(a) Paper I (the national language—Hindi).	100	1. (a) The national language (Hindi) or one second Indian language.	100	1. (a) Only national language to continue—question of examination left open.	..
(b) Paper II, literature of the mother-tongue.	100	(b) To continue ..	100	(b) To continue	100
2. English language and composition, two papers.	200	2. To continue ..	200	2. To continue ..	200
3. Social studies, one paper	100	3. Social studies :			
		(a) History and geography.	100		
		(b) Citizenship (civics, elementary economics and current affairs, etc.).	50		
4. Everyday science for those not offering natural science, agriculture and elementary engineering groups/elementary mathematics for those offering natural sciences, agriculture, elementary engineering groups.	100	4. General science for those not offering natural science, agriculture and elementary engineering groups/ mathematics for those offering natural sciences, agriculture and elementary engineering groups.	100		
5. Three subjects from any of the following elective groups: — Humanities and social sciences, natural sciences, commerce, agriculture, fine arts or crafts, elementary engineering and home science.	300	5. To continue ..	300	5. To continue ..	300
		6. Military science including physical education.	50		
Total ..	900	Total ..	1,000	Total ..	600
6. Extra subjects :		7. Extra elective if a student wishes to offer.	100	7. To continue for those who offer.	100
(a) Classical language ..	100				

(e) There should be provision for the teaching of the national language (Hindi) in class XII also. The question of examination in the paper may be left open.

34. It would be worthwhile to mention here that the present syllabus for class VIII has to be redrafted, reallocated, enriched and broad-based. In view of the fact that the integrated syllabus (for elementary schools in Bihar) of class VII has been enforced with effect from January 1963, much of the areas at present included in the syllabus for class VIII, in the core subjects, has been staggered and included in the syllabus for class VII, hence, there is the immediate necessity of recasting and reallocating the subject-matter field in each area of study at the higher secondary stage curriculum may judiciously be staggered to class IX, so that there may be a well-balanced sequence in the syllabi for classes VIII and IX *vis-a-vis* syllabus for higher secondary classes.

35. The instructional programme in class VIII should essentially be a required programme for all pupils; electives should begin in class IX. In class IX, the curriculum should provide for the usual sequential elective programme as well as the continuation of the required courses in general education. With this end in view, the curriculum of class IX will serve to explore the aptitude and talent of pupils. Change over from one elective group to the other need be permitted until the pupil has solved the problem of locating the exact stream best suited for himself. To facilitate this change over from one elective group to the other, courses of elective subjects may be broken into three to four units, each to be covered in a period of three to four months. After the completion of each unit, students should be required to take the test with a view to helping the teachers and school counsellor /teacher-consellor to judge whether the students have elected the proper elective group. If the test-scores suggest that some of the students do not fit in the stream, they may be allowed to change over to a suitable stream. By the time such students join the other stream, students who had earlier elected it shall have covered a considerable part of the curriculum-content in that elective area; hence, for the benefit of the former, arrangement may be made for additional coaching so that they may be able to complete the course. Given the proper guidance, it is expected that students shall be able to select the right elective group best suited for themselves.

36. To accelerate the pace of upgrading high schools into higher secondary schools and to ensure the utmost economy in doing so, we have already recommended that the secondary and higher secondary syllabi should be made identical, the higher secondary school examination should be staggered and there should be one examination body to examine the students of pre-university classes and higher secondary schools. We further recommend that for the successful implementation of the new syllabus, the high schools may be required to procure certain additional equipments and to appoint a few teachers holding 'honours' or master's diploma to qualify for teaching at the higher secondary level. This special diploma of one academic session should cover thorough and latest knowledge of the newer contents of the higher secondary syllabus and should, at the same time, correspond in standard to the honours' degree or the fifth year post-graduate course in the subject as far as practicable.

37. The diploma mentioned above should be instituted immediately in all the universities of this State. The post-graduate diploma course may be instituted in English, economics, history, philosophy, psychology, political science, mathematics, geography, physics, chemistry, botany, zoology and physiology and such other subjects in which there may be dearth of qualified teachers. It may be noted that the Vice-Chancellors of the Patna University and Magadh University very much appreciated this scheme and assured us that they would render fullest co-operation to the department in this matter. This one year post-graduate diploma examination has already been instituted by the Utkal University.

38. Arrangement should also be made to train the graduate teachers through six-week short course in subject-contents so that they may be able to handle the new syllabus properly. This course may be run at the district headquarters round the year, during the evening, with the co-operation of local colleges. Besides this, summer courses may be organised for rural area teachers through the agency of the teachers' colleges and universities.

39. Other consequential changes in the set-up (modification of the cost of upgrading, necessary relaxation of conditions for

recognition of schools, transfers, permission to private candidates to take the higher secondary examination, etc., etc.) may be worked out immediately. In the course of our enquiry, we came to learn that although a number of subject-teachers have been appointed in government as well as non-government higher secondary or multi-purpose schools, in a good number of them the services of such subject-teachers are not properly utilised by the heads of schools. In teaching some of the subjects, ordinary graduates get preference over the holders of honour's or master's degree for considerations other than academic. This cannot be regarded as a healthy sign and the authorities should ensure fair treatment to the subject-teachers in the allotment of classes.

*Rationalisation of syllabi, agriculture, technical, home science.*

40. Answers to our questionnaire received from the higher secondary schools, educational authorities and eminent educationists were replete with suggestions for bringing about improvement in the contents of higher secondary syllabus for agriculture and elementary engineering. The general complaint is that the contents of syllabus are not adequate for enabling students for entering institutions of higher learning in these fields ; nor are they capable of providing marketable skill. The teaching of elementary engineering has not been introduced in more than three schools in this State, while the teaching of agriculture has been introduced in about a score of schools. Never was there a greater need for introducing these two streams effectively in our schools, as it is today in view of the national emergency. The courses of studies for these two streams as well as for home science should be prepared with a broader perspective, so as to make these streams a good terminal point for those who do not want to prosecute higher studies and wish to enter life situations or procure jobs in the market, and provide a sound academic and technical base for those who intend to pursue their studies by joining institutions of higher learning. Unless the latter avenue is opened, these three streams will remain unpopular and prove to be dumping grounds for students having lesser academic capabilities. The department may be well-advised to seek the co-operation of agriculture, industries, labour and health

departments in their respective fields. The courses of studies for agriculture, home science, elementary engineering and even commerce need be split into more papers ; or reinforced by the addition of another paper comprising newer contents, so as to make them rationalised and enable the student to offer extra elective from his elective group. The present courses of study for agriculture has only two theoretical and one practical papers. There is room for adding one more paper in this group. Similar is the case in the courses of study for commerce which does not allow a student to study shorthand and typewriting, if he has elected book-keeping. We cannot afford to make the study of shorthand and typewriting optional. This should be rather a required course for all students offering commerce as their elective group with a view to giving a more practical value to the study of this stream. A student who may like to have an extra elective subject out of this group, may be allowed to offer book-keeping. The courses of study for home science should be similarly reinforced and rationalised , so as to enable a student to offer an extra elective paper from this group. Efforts should be made to give a practical bias to the nursing education wherever feasible. Students should be offered an opportunity to get first hand experience of nursing in hospitals.

*Inclusion of handmade paper industry as a subject of study in the elective group-crafts.*

41. The committee was specially requested by the department to consider the feasibility of including handmade paper industry as a subject of study in the school curriculum. The question has been examined and it has been found that the inclusion of this subject in the higher secondary curriculum in the elective group-crafts will be useful. We understand that the handmade paper research institute, Poona (Maharashtra), runs two courses : the higher course and the operative course. The minimum qualification for entrance in this institute is a B. Sc. degree (with Chemistry) for the former and Matric or S. S. L. C. (with natural sciences) for the latter. Both the courses are completed in a period of eighteen months. Candidates selected for the higher course and the operative course receive a monthly

stipend of Rs. 75 and Rs. 50 respectively from the Khadi and Village Industries Commission. This State is entitled to nominate one candidate for each course. Selection and nomination is made by the Bihar State Khadi and Village Industries Board, Boaring Road, Patna, which we understand, if requested, may nominate the candidates selected by the department for the purpose of training at Poona. We understand that the Bihar State Khadi and Village Industries Board has qualified hands who may be spared or deputed for organising the course in handmade paper in one or two of our multi-purpose schools. We have examined the scope and dimension of this subject and are of opinion that this may be included as a full-fledged vocational subject in the crafts group of our curriculum. We understand that some of the southern states of the country have included this subject as a craft in the core subject area. We recommend a better status for this subject in our curriculum. A syllabus for the subject should be prepared in consultation with the technical persons of the Bihar State Khadi and Village Industries Board. For convenience, a syllabus prescribed by the State department of education, Maharashtra, has been obtained and will be made available to the department. A school graduate, who has specialised in this industry, may start his own industry and may get a loan and non-refundable grant amounting approximately to Rs. 9,000 in total from the Bihar State Khadi and Village Industries Board. The sale-proceeds of the product may furnish a handsome margin or profit for his sustenance or he may procure employment under the Khadi and Village Industries Commission or may be employed as a teacher in an elementary school to teach this craft or may get higher training in this field and secure employment in multi-purpose schools. It came to our knowledge that papier-mache may be easily combined with this craft.

*Contents or workload of the secondary (including higher secondary) school syllabus-pattern and quality of the courses committees.*

42. Any good curriculum, intended to serve the need of the age, must be revised continuously so that the dead-wood may be excluded and fresh living contents included in it. A subject or a part of the subject-content which has outlived its

utility must be eliminated from the curriculum so that the students may be relieved of its dead-weight. The curriculum must serve the needs of the bright, average and slow-learning children. Often it happens that a curriculum is heavy for the slow-learners, while it does not throw sufficient challenge to the brighter children. At the same time, it fails to motivate the average learners. Curriculum making or curriculum construction requires adroit skill and imaginative instructional leadership.

43. In order to produce a living curriculum, we recommend that every year after the publication of the results of the secondary and higher secondary examinations, a seminar of three to five days should be organised at the State level to review the syllabi and to suggest improvements in the light of experience. To this seminar, not more than three teachers including headmasters, one from a Government school and two from non-Government schools, from every district should be invited. The invitees should collectively or roundly be representative of all academic subject and other interest groups in secondary education. The director of public instruction should preside over the seminar. Experts on evaluation and examination research and text-book research, available in the department, should assist. University interests should also be represented. The Director may invite other educational administrators, such as, from the teachers' colleges, the directorate, the inspectorate, etc., to participate. The recommendations of the seminar should form the basis for the annual curricular reform. The recommendations should be considered by the education department along with the comments or other suggestions of the relevant courses committees.

44. Courses committees for high schools and higher secondary schools should be the same as the syllabi for both are going to be the same. Since higher secondary education means the expansion of the dimension of secondary education in various directions, each courses committee should have the necessary competence, quality, and experience. A committee of seven is visualised for every subject : (a) three actual practising subject-teachers from schools who may have high qualification and specialised knowledge in the subject, to be nominated by the president, board

of secondary education, (b) *two* university teachers in the subject, one to be nominated by the Patna University in each case and the other to be nominated by the other universities of the State by an arrangement, and (c) *two* nominees of the State Government who will ordinarily be the technical heads of the institutions, such as, the engineering college, the medical college, the science college or the veterinary college, etc., in which the products of high and higher secondary schools seek admission, or other experts. In some cases the Government nominees may be the experts of such institutions as the school graduates join for obtaining diploma enabling them to take up employment. Each courses committee may be authorised to co-opt one or two experts, if necessary.

#### *Discipline in schools*

45. In recent years discipline has received a major set-back. No reform in education and no effort towards educational reconstruction is worth the name until it restores discipline. Every day we hear the news of growing indiscipline among the students. We hear of students travelling without ticket in upper class compartments of railway trains. Often there are scuffles between the students and travelling ticket examiners or between students and bus conductors regarding payment of fare. Often brickbats are hurled and innocent people injured. In examination halls, the percentage of students using unfair means is on the increase. They are now aided in this malpractice through a hearing-aid (loud-speakers). Indisciplined students challenge the authority of their teachers. What is the reason for all this? Are the students only to blame? Who has put them on the wrong track? What is the responsibility of the homes from which they come? How far are the teachers themselves responsible for it? How far are extra academic agencies responsible for the present state of affairs? What is the role of instructional methods and counselling system *vis-a-vis* the promotion of discipline? What would be the role of physical education, games and sports towards promoting discipline? What part can religious and moral instruction play? These are the questions which have to be answered if we are to find out the causes of indiscipline and its cure.

46. The virus of indiscipline spread on a large scale during the British regime in this country. Students were taught to flout orders and throw challenges to the authorities. Now that the Britishers have gone and foreign rule is over, the virus still lingers and is eating into the vitals of our educational system. A section of politicians and certain political organisations are still in a way responsible for fomenting acts of indiscipline. An act of indiscipline or misbehaviour by a student or a group of students outside the school premises against any authority or institutions is defended and supported by their patrons. There is also lack of good teachers in our schools. Indifferent teachers and lack of good instructional methods and materials are also responsible for this indiscipline. A student who does not get good guidance from his teacher or counsellor, a student who is not motivated in his studies, a student who indulges in minor acts of indiscipline and does not have to face remedial measures may not be discouraged from indulgence into acts of indiscipline. Efforts should be made by the class-room teachers to motivate the students in their studies. If a case of indiscipline is referred to or comes within the knowledge of the head of the institution or the class-room teachers, remedial measures should be taken at once. The class-room teacher or the school-counsellor must take the student into confidence, must look into the causes—educational, psychological, emotional or socio-economic, and try to apply remedial measures so that the student may be brought back to the right track. A day scholar who comes to the school by railway train or by public bus must be required to obtain a monthly or a sessional ticket through the school and regularly to keep an identity-card in his possession. The community and political organisations should keep away from the internal affairs of the school. Voluntary public welfare organisations should render help in creating a sense of responsibility among the students by rousing their sense of social service. The teaching staff should not indulge in group rivalries. Sometimes teachers create informal organisations in the school and promote group rivalry among the teachers and indiscipline among the students. Efforts should be made to develop parent-teacher contacts and all cases of indiscipline in the school or outside the school should be reported to the parents. It should be impressed



upon the latter that they should take care of their wards and co-operate with the school in their proper development.

*Religious and moral instructions in schools.*

47. Imparting of moral instruction may render some help in eradicating the evil of indiscipline among the students. It is in this context that we discuss the question of imparting religious and moral instructions in our institutions. Our experience in the past has not been happy in this field. We are of the opinion that nothing should be taught in educational institutions which conflicts with the religious convictions and beliefs of individuals. We are not in favour of imparting religious instructions in schools. However, we recommend some sort of moral instruction to students. At the elementary stage, simple and interesting stories about the lives and teachings of prophets and saints should be included in the syllabus for language teaching. The teacher may relate interesting stories from the great religions of the world and explain broadly their ethical teachings. There should be no place for dogmas and rituals in the class-room teaching.

At the elementary stage two periods a week may be devoted to imparting of moral instruction. In classes VIII and IX, only one period a week may be allotted for this purpose. Since the curriculum beyond class IX is already overcrowded and it is difficult to allot periods in the school time-table for teaching different subjects, any allotment of period for imparting moral instructions will be detrimental to the teaching of academic subjects. Hence, it is suggested that textbooks for languages and history should contain topics which may serve this purpose. We would like to sound a note of warning that we do not have teachers trained for imparting moral instruction. Efforts should be made to train adequate number of teachers for handling classes meant for imparting moral instruction. The syllabi of teachers' training schools and colleges should be oriented towards that. Handling of classes by untrained or uninformated teachers may be fraught with dangers, hence we recommend caution in this sphere of school activity.

*Co-curricular activities*

48. Physical education, games and sports are good tools for promoting discipline. They are preventive as well as

curative. But cases relating to acts of indiscipline being reported from play fields are not uncommon. Games and sports can promote co-operation and understanding provided partisan feelings are avoided. These are good media of character training. Games and sports—indoor and outdoor—should invariably be organised in all schools and the department should extend facility in respect of acquisition of land for play-fields. Participation in games and sports should be required activities in schools and all students who are physically fit must actively participate in them. In case of day scholars attending the school from a longer distance, sports equipments should be distributed among them, if their number be adequate to organise a game and if facilities of playing-fields be available in the localities from where they come. The physical instructor should make it a point to visit such sports centres organised by students and make a report on the sporting activities of such students to his head teacher or principal.

49. Apart from academic activities all students should be encouraged to take part in co-curricular activities, such as, debating competition, literary activities, organisation of cultural activities, observance of community life. Instructional films may be exhibited to the students which may help develop healthy habits. Self-rule, boy-scout, girl guide, junior red cross and ambulance brigade activities should be organised in schools and students should be encouraged to participate in them. Students should be initiated in the art of managing their co-curricular activities. Pupils should be trained in the democratic way of life. Co-curricular activities should be sponsored and handled by the class councils and school parliament under the guidance of teachers. Cases of indiscipline should be reported to the students committee which should be responsible for dealing with cases relating to the breach of discipline. Problem students may sometimes do a good job, if their energy is properly canalised and harnessed. They may be given assignment of responsibility in the school parliament and may be required to prove their mettle. Students should be trained in the art of utilising their leisure hours.

50. The importance of some of the co-curricular activities has been stressed earlier. There are a number of other

activities which may be organised in the schools for example hiking, rowing, swimming, excursions, gardening, drawing and painting. The extent of curiosity and enthusiasm among the students towards these activities may largely depend upon the interest evinced by the teachers. The students may be encouraged to organise and handle these activities, the teachers extending a helping hand at the proper moment. Efforts should be made to bring all students within the fold of these activities. The funds for organising them should mostly come from the students' voluntary contribution or a reasonable fee charged from those students who are capable of paying. The department should also sanction suitable amounts with a view to encouraging these activities. The success of these activities depends on the extent of the teachers' belief in the democratic way of life and activities and their belief in educational leadership. It is in the field of these activities that the educational leaders have to take up the challenge. What we need today is an all-rounder teacher and not one who is book-centred only.

51. We believe that in the administration of finances relating to the co-curricular activities, students' participation should be encouraged, invited and appreciated. We approve of the provision regarding management and disbursement of funds known as scholars' funds as detailed in letter no. II/C7-080/54-E. - 59, dated the 9th January 1956 from the Deputy Director of Education (Secondary), Bihar, to the officers of the Education Department posted in the field (Appendix K). We are of the opinion that the examination fee, as prescribed in this letter, is not enough to meet the expenses incurred on stationeries and printing of question papers. The fee may be raised by 25 per cent.

*National Cadet Corps and Auxiliary Cadet Corps.*

52. The need for the compulsory study of physical education and military science by students has been stressed earlier. The institutions of National Cadet Corps and Auxiliary Cadet Corps should be gradually extended to all high and higher secondary schools in the State. Since the early fifties of this century a considerable ground has been covered in these fields. The junior

division of the N. C. C. comprises three types of training—(1) Infantry training, (2) Air training and (3) Naval training. The expansion of the junior division of the N. C. C. is the responsibility of the Ministry of Defence, Government of India, which is effected in consultation with the Planning Commission. A scheme for the expansion of the junior division of the N. C. C. during the Third Five-Year Plan has been formulated for this State with the concurrence of the Planning Commission, but the total outturn is not expected to be very high. The entire cost of training for junior division of the N. C. C. and half of the cost on holding its annual training camps are met by the Government of India, Ministry of Defence, the rest of the expenditure being met by the State Government. The expansion of the junior division of the N. C. C. is dependent on the Government of India's policy and capacity to meet the expenditure.

53. It is in the field of auxiliary cadet corps training that this State has made much headway. The organisational cost of A. C. C. is borne by the State Government and the expenditure incurred on the training of a cadet comes to about Rs. 13 per annum. We have, today, the largest number of A. C. C. cadets as compared to other States in the country. The total number of N. C. C. cadets, as it stands today, comes to 12,195 while the A. C. C. cadets number 1,44,600. Thus the total number of N. C. C. and A. C. C. cadets, receiving more or less the same type of training, comes to 1,56,795. This number, however, covers only 27.5 per cent of students attending high and higher secondary schools in the State. This is not a very appreciable percentage. We are of the opinion that all able-bodied boys and girls should be given a chance to enrol themselves in either of these two cadets corps. If it is not possible to expend the junior division of the N. C. C. so as to cover all able-bodied students at the secondary stage, the remedy lies in the expansion of the A. C. C., for which funds should be found out by the State Government.

*Text-Books'*

54. In this State, the State Government prescribes the courses of studies for our schools. The production and approval of text-books are entrusted to the text-book committee. The text-book committee

publishes its own books and approves books submitted by the publishers. Both these functions have led to certain disquieting features. So far as the first function is concerned it may be said that from the beginning to the end the department has to depend on authors for getting the books written, on reviewers for review, on private presses for printing and on other agencies for distribution and sale, on whom the department has no special control. If there is any defect at any level, the responsibility, no doubt, has to be borne by the department. A pertinent question arises at this point—are the education department—the text-book committee and the education literature officer fully equipped to cope with this work? The publication of the text-books is mainly a commercial concern and to do this work successfully, it is necessary to have the required competence in this field which is at present lacking. There should be a whole-time class I officer of the Bihar Educational Service having full knowledge and experience at all organisational levels of a commercial concern, which does this type of work, and good grounding in professional education in order to lead and guide the staff appointed for writing text-books and conducting research. If the services of a suitable hand be not available the necessary training may be arranged for an intelligent, and capable educational administrator. At present, the hands of the departmental officers responsible for the production of text-books are tied. For every little thing, a Government decision is required or a reference has to be made to the Finance Department and there is naturally an unnecessary amount of red-tape. This does not only cause delay making quick decision practically impossible. Under this dispensation, those responsible for carrying on the work cannot make any decision. And it is always difficult to get quick decision, if one has to explain every little thing to those who in their turn have less specialised knowledge and understanding and who do not also appreciate a sense of the urgency of the problem. The text-book committee might be badly suffering due to the absence of the services of a whole-time officer with expert knowledge and it might be feeling that a particular text-book has outlived its utility or is not in accordance with the requirements of the revised syllabus or it is not up to the mark and hence it should be changed. But will it bear any fruit

unless who control the strings of the Government's purse are convinced? So long as their plea that the scrapping of a Government publication will result in a loss to the exchequer prevails, pupils are bound to suffer. If a wrong map has been published in the history or geography text-book, if the sums in an arithmetic text-book are not based on decimal coinage and metric system, if the text-book contains an outmoded fact of history (Dr. Rajendra Prasad is the President of the Republic of India), and if such outdated text-books are not replaced by the up-dated ones, school-instruction is bound to suffer. The question is whether the education of the children should have precedence over the loss of a minor sum of money or a small profit or the latter over the former. The best education depends on the values that the members of the communities and Government possess and profess.

55. The much heavier load of the cost of books on the shoulders of the parents of elementary school children is a negation of the freedom from paying fees. If the price of a text-book published by the text-book committee is not lower than what it is in case of private publication, then it amounts to the negation of the benefits of the State enterprise. The maintenance of the price of Government published text-books at a higher level allows the publishers of spurious text-books to offer higher rate of commission and earn a fortune for themselves. The sale of spurious books prevents the sale of genuine books and causes accumulation of Government publications. Could such publishers of spurious books feel encouraged to indulge in such malpractices, if the Government sold text-books at cost price or at a price fetching a very small margin of profit? The answer is evident and needs no elaboration. The parents of the students reading at the higher secondary stage are put to a great deal of hardship as they have to buy endless series of books for their wards. In the first instalment, they have to buy books prescribed for secondary school students, and in the second, prescribed for the old intermediate or the present pre-university classes. Could't this grievance of the parents be redressed? But can the present text-book committee with the limited resources and authority placed at its disposal redress it? The answer is 'no'. And to cap it all, there is

the frequent grievance of parents and guardians about the non-availability of text-books, either published by the text-book committee or by the private publishers, and the failure of these agencies to make their timely supply all over the State.

56. In order to ameliorate the situation we are of the opinion that the responsibility of preparation and production of text-books, prescription and recommendation of text-books or reference books as are not produced, and text-book research should be assigned to the text-book wing of the reorganised board of secondary education, whose functions have been discussed and highlighted in chapter III. It would be necessary to keep the board of secondary education beyond the provisions of the Companies Act in the interest of economy. Assignment of this responsibility to the text-book wing of the reorganised board may bear threefold results apart from the prescription of such text-books which it is not able to produce. First, it would enable the board

to employ and engage expert writers for preparation of text-books and competent personnel for conducting text-book research. Secondly, it may expand its activities from preparation and production of text-books, to the production of reference books and other help books, and reduce the load of books and their cost on students and guardians. Thirdly, it may eliminate spurious publication from the market.

57. There have been complaints about frequent changes in the text-books and also about the continuance of outdated text-books. There cannot be any hard and fast rule for the change. Good books should be allowed to continue as long as they are not replaced by better ones. A change in school text-books may be considered prudent when new developments in different fields of activities in the country and around the world since the publication of the text-books have to be incorporated in them or when the changed curriculum makes the publication of new text-books inevitable.

## CHAPTER V

### METHODS OF TEACHING

It is admitted that even the best curriculum may fail to produce the desired result for want of right instructional methods and right kind of teacher. On the other hand, even an average syllabus may be made lively, interesting and purposeful when put in the hands of a gifted teacher, whose focus of attention is on his pupil's interests, aptitudes, reactions and responses. The most important thing for an ideal teacher is not so much the amount of subject-matter covered by him as the quality and quantum of understanding of the subject-matter, and the proficiency achieved by his pupils.

2. Teaching is a highly complicated organic process demanding the active co-operation of the teachers and the pupils. The right methods of instruction enthuse the pupils and raise the quality of their learning, attitudes and values; whereas wrong methods stunt their intellectual and moral growth. The right method develops respect for work—both academic and practical. If education fails to develop love of work, it demolishes the very foundation of democracy and no education is worth its name, if it does not lead to social, economic and political rejuvenation of the country based on democratic ideals. To this end, each class-room has to function as a practical workshop, making all members actively participating in its operation and contributing to the physical, mental, moral and psychological development of all the participating members. Class-room instruction has to develop intellectual one-sidedness of the pupils into practical many-sidedness with a view to replacing individual selfishness by devotion to co-operative efforts to serve social ends. Class-room instruction has to be related to actual life-situations and the school has to function as the hub of the community activities.

3. Curriculum, methods of instruction and examination are interdependent. Curriculum prescribes a course of study, instructional methods are intended to give a mastery over the course-contents and examination tests as to how much course-content has been covered with

what competence. The types of questions set in the public examinations very much influence home examinations and both of these imperceptibly, but very effectively, determine the methods employed by the teachers in the class-room teaching. If the syllabus is heavy, the teacher tries to cover it quickly, may be even in a slipshod manner. In such a circumstance, the teacher runs while the pupils chase him. Good teaching must establish relationship between lesson and life, work and knowledge. The best instruction is given in life's real situations.

4. An analysis of the instructional methods employed by our teachers in secondary schools presents a gloomy picture. There is more stress on acquiring knowledge without any consideration of helping students in the development of desirable attitudes and right values. Almost 80 per cent of the teachers imparting instruction in secondary schools are untrained or under-trained and nearly fifty per cent of them are under-educated. Any person who has had some sort of university education is considered fit for being a teacher. Teaching has still to gain the status of a profession in our country. There is over-emphasis on academic training and almost a scant regard for professional training in education. If the vast majority of secondary school teachers continues to lack in professional training, there can be very little room for implementing the right type of instructional methods in class-room teaching. The State department of education requires each secondary school to employ a minimum of two trained graduates on the staff. Schools feel contented after having fulfilled this condition. They seldom go beyond the prescribed minimum. If an enthusiastic untrained graduate teacher gets professionally trained, he is refused the salary-scale of a trained graduate teacher. Schools should be encouraged to employ as many professionally trained teachers as may be available to them. Now that the number of teachers' training colleges has increased, it should be possible for the school managements to procure the services of more trained

teachers. It is good that our subject-teachers have better grasp of subject-contents, but lack of proper training in using instructional methods leads to dissemination of learning materials without taking into consideration whether they have been understood, absorbed and assimilated.

5. The presence of a large number of untrained teachers handling class-room teaching makes supervision essential and the supervisory role a difficult assignment to perform. Most of these teachers do not know how to prepare weekly, monthly and annual plans of lessons. They fail to realise the necessity of preparing detailed or even sketchy notes of lessons. Teaching, therefore, becomes unplanned, unscientific and unmethodical. Such teachers fail to motivate the students. While this is the case with most of the professionally untrained teachers, the trained ones also fail to do as well as they should. There are many factors responsible for this failure—for example, overcrowded class-rooms, a short school year, lack of equipments, teaching aids and facilities, and heavy curricular load. In a class-room where about sixty or more students sit in a huddle, perhaps no instructional method can help produce effective learning. The system of heterogeneous grouping of students, without considering their levels of achievements, in the same class-room creates a big gap between students. While the bright ones desire to move faster, the slow learners put a brake on their speed, resulting in the disappointment of the former. If the teacher halts the progress to help the average and the slow, he cannot satisfy the brighter pupils. This is a situation in which even best instructional methods may fail to produce any effective result. There is yet another great interest killer, the system of assessment which in actual practice has been vitiated by external interference and influence, unfortunate malpractices and the ever-growing private tuitions. It is obvious that in this situation, any increase in the number of the professionally trained teachers will not be of much help.

6. The first requirement is to reduce the size of the class so as to bring about an improvement in the teacher-pupil ratio. Elsewhere, we have recommended a teacher-pupil ratio of not more

than 1 to 40. This ratio may be relaxed only in special cases, i.e., when a greater number of students are intended to benefit from the specialised knowledge of a specialist teacher. It has already been hinted that in subjects like social studies, general science and language teaching, heterogeneous grouping of students may yield better results, but care should be taken to group students in language classes in such a way that no big gap is allowed to exist in their reading ability. In the teaching of elective subjects, grouping of students on the basis of their achievements may prove effective in applying right instructional methods and obtaining better results. Achievement grouping helps all types of students and the teacher may accelerate or slow the pace of instruction according to the learning ability of the groups concerned. While the bright students may be challenged in a better way, the slow-learning group may take more time in covering the course-contents and its members, although they may not be able to master all the facts, may stand on a sure foundation of the minimum essential learning. And it is also essential that the school management should provide the teacher with the requisite equipments including teaching and audio-visual aids and instructional facilities. Unfortunately the vast majority of our secondary schools lack in suitable equipments and laboratory facilities—maps, models, charts, and other acoustical and ocular aids. The methods of instruction practised by the teacher-trainees in the teachers' colleges are not very much related to the actual situations obtaining in schools. It has often been found that the methods of teaching learnt at teachers' colleges remain unpractical and unapplicable in the actual class-room situations. If professional training is expected to bear fruit, it requires reorientation and more practical bias and teachers should be given freedom to apply right instructional methods suited to the actual situation, and the school administration should endeavour to create facilities for their application.

7. Since untrained teachers are in overwhelming majority in our schools, the responsibilities of their trained colleagues, institutional heads and educational administrators is tremendous. The head of the institution should tak-

care to induct the new teachers in such a way that they are able to identify the goal, which the institution and the members of the teaching staff have set before themselves, and work towards its attainment. It should be the responsibility of the head teacher and other senior professionally trained teachers to discuss the programmes offered by the school with the new members of the staff. They should discuss the courses of studies and the progress made so far in the field. They should help the new teachers in preparing the annual and monthly plans of lesson. They should also give demonstration of the teaching techniques with a view to initiating the new member in the art of teaching, if they happen to be a fresher from the university. These facilities should also be extended to all new teachers even if professionally trained. It should be the responsibility of the immediate educational supervisor to help the new-comers in the appreciation of their duties. Educational administrators should try to help the new head teachers in the new environments. Necessary working facilities should be extended to enable them to rehabilitate themselves in the new situations. The head teacher should organise horizontal and vertical staff meetings, if the number of teachers handling different subjects is large. Vertical staff meetings may help the teachers of a particular subject in handling different grades in planning instructional programme and effecting better co-ordination and teaching and understanding of the problems of students; while horizontal meetings of the staff members handling different subjects in a particular class may help in balanced teaching, better understanding of the strengths and weaknesses of students in different areas, striking a balance in making home assignments to students and applying remedial measures for improving the weaknesses of pupils. Whether a school system is large or small, staff meetings are very valuable instruments for resolving problems related to class-room instruction.

8. The inspecting officers and head of schools have a great responsibility in educating the teachers. Efforts should be made to bring team-teaching into effect. The services of a good teacher or a specialist teacher should be utilised for educating and reorienting other teachers. If the subject-teachers join

hands in planning a lesson they will be able to benefit by their common experiences and improve their teaching technique. On the other hand, a large number of students may derive benefit from the teaching of a superior teacher at a particular time. This may eliminate repetition of performance by the same teacher. Team teaching may also be effected through radio programmes although the better effect of it may be obtained through educational television which is not possible to be brought into service in our part of the country before a decade or so.

Our schools do not make sincere efforts for developing the reading skills of our students. All students should be able to read skilfully, use reading efficiently as a learning tool and enjoy it during leisures. If no reading skill has been developed, the act of reading will amount to mere identification of words without comprehending the author's intended meanings and the ability to express them. Among the reading techniques, word recognition skills, eye movement control, posture and oral reading skills may be included. Efforts should be made to encourage developmental reading for effecting improvement in reading skills; functional reading for helping the pupils in the skill of obtaining information, and recreational reading for developing appreciation and taste. Today we find students—say in class X or XI—who according to their reading skills should have belonged to the sixth or the seventh grade and this situation is ominous from the instructional standpoint. Reading skills do not only help in learning languages, but also help in learning non-language subjects with competence. Unless reading skills are properly developed students cannot be expected to derive full benefits from the existence of school libraries, however well equipped they may be.

9. The next question is what instructional methods should be adopted in the class-room teaching. A detailed discussion of different instructional methods is beyond the scope of the present enquiry. The teachers' training colleges should devote their attention towards identifying the problem areas and find out ways and means for resolving them. We would, however, like to highlight some of the important instructional methods here with

the hope that the department and the teachers' 15 colleges will further address themselves to work out the details of the suggestions.

10. So far as language teaching is concerned, we would re-stress the importance of reading skills. Language learning is best done when it is contextual rather than textual. In learning the language of the mother-tongue care should be taken to teach it in life's real situation.

In the teaching of languages other than the mother-tongue, a great care requires to be taken by the class-room teachers. Teaching of the second language or the foreign language should aim at the development of the following skills : (a) understanding the spoken language, (b) speaking it, (c) reading it and (d) finally writing it. Unless all the four skills have been developed in proper equilibrium, the language or languages may not be deemed to have been properly learnt.

11. Any methods of teaching should function as a lever and shift the stress from knowledge to abilities, adjustments and proper motivations. In teaching non-language subjects we would reiterate the use and importance of the activity methods lucidly discussed by the Secondary Education Commission in chapter VII of their report. The teachers should activate the pupils and help them in solving the problems entrusted to them by the subject-teachers. Problem solving is another good method of teaching. Real knowledge may be obtained when the learner seeks to solve problems by following the scientific method, which may be described in the following steps:—

- (i) Sensing the problem and defining it,
- (ii) Collecting data and information with a view to solving the problem,
- (iii) Building the hypothesis,
- (iv) Testing the hypothesis, and
- (v) Making inferences.

The problem solving method can be applied in teaching non-language subjects and at times it may be suitably applied in learning languages also. Problem solving method may promote clear thinking and inculcate sense of analysis and synthesis among our pupils which are so essential for the cultivation of democratic values. This method combines theoretical knowledge with practical work in a

judicious way and is conducive not only to mental growth, but also to building of desirable values and attitudes. Given the proper facilities, orientation, assistance and guidance, it is expected that the application of these suggestions about instructional methods will help improve class-room teaching in our schools.

#### *Library Facilities in Schools.*

12. In any system of education, the library has a place of significance. Pupils' stock of knowledge cannot be improved unless their academic studies are reinforced by general reading. In our system of education, a great deal of stress is laid on text-books and not enough on the use of the library which is supposed to be a repository of reference books, standard books in different branches of learning and books of general interest. Supplemental reading is very much responsible for widening the horizon of knowledge among the students and teachers. It arouses the interest of pupils and lifts their level of understanding to a higher plane, whence they can survey their required courses with confidence and competence. General reading may be a good tool for creating diverse interests amongst students and while adding to their stock of knowledge may give them a better grasp of their course-contents and may be a useful way of spending leisure. Every secondary school should have a good library for the benefit of the pupils and teachers. Efficient and effective teaching-learning situations are not likely to be created if a school fails to provide library facilities for its teachers and students. There should be suitable reading material for students of different age-groups. At present we do not have efficient agencies for the production of reading material for the pre-adolescents and adolescents, and an efficient venture in this field will fill the gap.

13. Most of our secondary schools do not have a good library. Some out of date books, old text-books and books not connected with the reading tests and interests of students are generally stocked in the school libraries, which happen to be located in a small stuffy and cramped room, where books cannot be exhibited to attract students. Books are generally locked in almirahs mostly uncared for and the library room remains unfrequented.



Students are not encouraged to browse about in the library room, for the books are not and cannot be exhibited, for the room is not spacious enough for the purpose. High schools are required by the department to maintain a library consisting of at least 1,000 books of the minimum value of Rs. 1,000 only. Cases of schools possessing cheap books with a view to increasing the number and costly books for the purpose of raising the total value of books, bearing no relevance with the course-content and reading interests of either teachers or students, are not scarce. Although there has been some improvement during recent years in the quantity and quantity of books efficient arrangement for creating reading facilities or interests is still a dream unfulfilled. Similar situation prevails in the higher secondary or multi-purpose higher secondary schools some of which have procured commendable stock of books. A higher secondary school is required to maintain a library having a minimum number of 2,500 volumes worth at least Rs. 5,000 including books on education, teachers' hand-books, books on various school subjects, books on general interest and reference books. We recommend a small annual levy per student by the school to improve the school library and the money realised from this levy, however, should not be diverted to any other purpose. At present school libraries are looked after by a member of the school staff who gets a paltry amount as remuneration for rendering part-time duties for their maintenance.

14. This situation leaves much room for effecting improvement in the sphere of library service in schools. Elsewhere, we have recommended a salary schedule for the librarian who should usually be a graduate with diploma in library science. In order to provide whole time to the school librarian the school library should not have less than 5,000 useful books. This implies that for many years to come most of our schools will not be able to have the services of a whole-time trained librarian. This cannot be helped on economic grounds. We are of the opinion that a school should develop central, subject and class libraries. Each classroom should have class library according

to the requirements of the age-group that it serves. The class-teacher should be the custodian of the class library and may seek the assistance of one of his students in its maintenance. With the assistance of his students he should be able to regulate the study of books and maintain record of the books read by the students. The reading interest of the students should be roused through the class-room library and they should receive the guidance of class-room teacher, in the selection of books, who should be able to assess the requirements of individual students. The subject-teachers should be entrusted with the task of building subject-libraries for the benefit of students of upper classes and it should be their duty to regulate the study of the relevant books. Schools having less than 5,000 volumes may be able to organise central, subject and class libraries with the help of the teacher. The teacher responsible for the upkeep and proper functioning of the central library should be given a suitable allowance in order to provide incentive towards efficient work. Maintenance of the records of all libraries—central, subject and class—should be the ultimate responsibility of the librarian whether he works on a whole-time or part-time basis. The school library should be located in an airy and well-lighted spacious room so that it may be used as a reading room. We recommend the allotment of at least one period per week for the purpose of supervised reading. During this period students should be required to use library facilities. The evidence adduced before us shows that a good percentage of schools is not in favour of the continuance of the mode of payment of the library grant through the coupon system which is not as fool-proof as it is supposed to be. Most of the principals or headmasters appear to be in favour of the abolition of the coupon system in the interest of developing a well-balanced library. We are of the opinion that the text-book wing of the reorganised board of secondary education should produce reading material suited to the different age-groups of students. Apart from fulfilling the long-felt need in this field, it will provide cheaper books to the schools and students in general.

## CHAPTER VI

### EVALUATION AND GUIDANCE

#### *Evaluation*

We take up the question of evaluation which aims at measuring the pupils, the teachers and the schools. Here we are only indirectly connected with the performance of the teachers and the school as a whole. Schools have to manufacture successful citizens out of unfinished raw materials, i.e., the young pupils. We judge the quality of the educational institutions by judging the educational endeavours and attainments of their products. Pupil-evaluation also happens to be one of the most important tools of teacher-evaluation.

2. The one pertinent point which arises here is—what should be the agency for measuring pupil-attainments? The following alternative agencies can be used for this purpose:

- (a) Evaluation through internal and external agencies by way of holding examinations,
- (b) Evaluation of the pupils by their teachers only, and
- (c) Evaluation of the pupil's attainments by a combination of the abovenoted two agencies.

Evaluation of the pupil's attainments through public examinations is a well-known method. Its origin may be traced in the system of organised institutional education on a mass scale. When the ancient Indian 'gurus' taught their disciples in secluded places, the system of administering tests by external agencies cannot be said to have been evolved. But when a community or a number of communities joined hands and organised educational institutions when courses of studies came to be imposed from without, and when external authority came to be exercised over them, the need for evaluation or measurement of the pupil-attainments by an external agency became an established fact.

A pupil's educational career is divided into a number of steps and units. In our country as well as in others, these units have been defined as elementary, secondary and higher stages of education. Examinations—internal and external have

become the most dominant media of pupil evaluation at each stage. Internal examinations are usually controlled and administered to the students by their teachers and they play a dominant role in determining the attainments of students. It is felt, however, that when the teachers know that they are not the sole determinants and that their pupil's attainments will be measured by some external agency, it casts certain restricting influences on them which are advantageous as well as disadvantageous. While the external examination spurs them on towards greater effort for the betterment of their pupils, it also makes them slavish and docile followers of the methods of evaluation used by the external agency. The latter restricts their freedom of introducing better methods of instruction, allowing their students to proceed according to their own pace and developing their own tools of evaluation. Yet, there are examples of some of the good institutions refusing to be led by the whims of the external examining agency; rather they hold an upper hand over the latter and secure extraordinarily good results for their students.

3. Examinations may be said to have the following purposes:—

- (i) Gradation of students.
- (ii) Diagnosis of the strengths and weaknesses of students, course-contents, methods, teaching techniques and testing etc.
- (iii) Prediction about the future success of students.

Until the students have reached the stage of completion of an educational unit, the task of conducting examination and performing the abovenoted functions is ungrudgingly entrusted to the individual schools and teachers, but such is not the case with the concluding examinations. It is because of the fact that owing to various reasons no acceptance has been and can be extended to the standard of pupil evaluation by the individual schools. Naturally the external

examinations have gained a certain prestige in our system of education. Certificates on the basis of pupil-performance at the external (public) examinations are given to the pupil concerned and they may pursue higher studies or may seek employment under government or private bodies or may enter life without undertaking any public or private employment. The secondary or higher secondary school certificates awarded to students on the basis of public examinations serve the abovenoted purposes.

4. The question is—can these public examinations be eliminated or replaced by concluding home examinations conducted by each school? The first point which arises here is whether the people are ready to accept the verdicts of individual schools in the academic and public spheres of our lives. Certificates issued by a few premier institutions may gain frequency in course of time, but in the beginning, people may hesitate to accept them. It has not been possible even in the most advanced countries to grant such acceptance to the certificates issued by all schools for the purpose of seeking admission to the institution of higher learning. If employers continue to hold selection tests for the purpose of employing school graduates, and colleges and universities combine together for the purpose of administering tests to the school graduates and admit them on the basis of the college entrance examinations conducted by them, graduation certificates awarded by secondary schools on the basis of cumulative records and home examinations cannot be considered to have gained acceptance. Some employers and some of the prestige institutions of our country which are selective, hold competitive selection tests, because of large numbers seeking employments or admissions. But by and large its conferment of graduation certificates by an independent body conducting public examinations relieves us from holding separate entrance tests for the purpose of entry into service or institutions of higher learning. A public examination ensures a reasonable uniformity in standards which will be lacking in the event of there being no common public examination.

5. But, then, there are a number of shortcomings from which the external (public) examinations suffer. Apart from exercising a restricting influence over the

entire field of education and thus nullifying its real purpose, dictating the curriculum instead of following it, preventing experimentation and introduction of new methods of teaching, and developing wrong values in education, external examinations fail to measure the all-round development of the personality of the students. They encourage spoon-feeding rather than developing habits of independent study, and, then, there are stereotyped methods of setting question papers and examining the answer books. We shall dwell upon this aspect of internal as well as external examinations at a later stage.

6. Some of the progressive countries have developed a system of evaluation entirely on the basis of pupil's performances in the different aspects of education and school life. The teacher, being the friend, philosopher and guide of the pupil, has been entrusted with the task of evaluating pupil's attainments. They have developed certain tools of evaluation to facilitate the teachers' work. In our State certain progressive steps were taken in the field of pupil evaluation but without taking into consideration the very important situational factors obtaining in our part of the country. As early as 1949, the State department of education abolished the public examination—the middle school certificate examination—held at the end of the elementary school stage. The arguments advanced in favour of its abolition were as follows:—

- (a) Middle school is too early a stage for administering public examination.
- (b) Public examination does not allow much flexibility in internal examinations, instructional methods and course-contents.
- (c) Teachers should be given freedom to develop instruments of evaluation and evaluate students on the basis of their day-to-day work in the class-room, home study, and periodical, quarterly, biennial, and annual examinations.

7. Middle school certificates are at present issued by individual schools on the basis of pupil evaluation made by teachers. The abolition of the middle school certificate examination has not given us salutary results. It has led to the introduction of varying standards in

the act of pupil evaluation. Further, it has led to a distinct fall in academic standards and resulted in the misuse of authority given to schools. It has also led to the slackening of efforts on the part of both teachers and pupils. Certificates and grades given to pupils by the schools cannot easily be depended upon. Unscrupulous people have used this authority to serve wrong ends. There have been instances of people procuring and producing seventh class pass certificates, even without attending any school. This situation is more disconcerting because of the fact that lady candidates in general and male candidates belonging to the scheduled castes and scheduled tribes are eligible for admission into the teachers' training schools meant for training elementary school teachers even if they possess a seventh class pass certificate. In certain educationally backward areas they can be appointed to the posts of elementary school teachers even without undergoing training, because better qualified and trained hands are not available to serve in such places. It can be well imagined what kind of teaching-learning situation may be obtaining in a school where a teacher with a fake seventh grade pass certificate is employed to teach the pupils. And, then, the teachers of high schools decry the falling standards of elementary schools. They hardly ever show readiness to accept the grades given to students by elementary schools. Secondary schools have to hold separate admission tests for selecting students for the eighth grade.

8. Entrusting ill-paid teachers, who generally do not possess good academic qualifications, sufficient professional training, and a sense of values with such a freedom and authority in the matter of evaluation has not been a successful experiment.

9. In view of this situation we strongly recommend that a public examination at the end of the middle/basic stage, i.e., class VII of middle and basic schools should be restarted immediately and the unit of organisation for this examination should be the district. When more financial resources are available and class VIII comes to form part of elementary education in the State, the public examination may be held at the end of class VIII instead of class VII.

10. The State department of education launched another experiment for the purpose of improving evaluation (assessment) of students' performances by their teachers at the secondary stage. This was done, in 1952, along with the introduction of the new courses of studies for the secondary schools in the State. The preamble to the courses of studies made the following statement:—

“In order to accustom students to systematic continuous work and to integrate and synthesise the work of students and teachers in the classroom with the work of the students done individually at home, and also to integrate the learning process with the examination so as to provide data for assessing quantity and quality of work done by students, it has been decided to introduce the system of work-books to be maintained by students.

Twenty per cent of the marks in every subject will be earmarked for the assessment of the record of work and progress of candidates of the school, including the assessment of routine exercise books, periodical tests and practical work. The examination board will lay down the procedure for this assessment, but in any case, the daily exercise books of the students and other material must be preserved from the beginning of the session, for purposes of assessment. Each student should be required to have one properly bound work-book for each subject or each paper, which would be a durable and continuous record of his work. In this he should note down, date by date, not only what he learns in the class but also the summary worth noting of what he is directed to read. The book should also contain the impression gathered by him of any facts or thoughts that strike him in the course of his own reading of any book on the subject which he might have chosen for himself or which he might have been recommended for individual study by his teacher. This work-book should also contain the answers written by him of the monthly tests in the class. The answer books of all the annual examinations may be separate, but

these two should be preserved and not destroyed. The answer books of all the annual examinations would be taken into account at the secondary school examination."

1. This extract gives a clear picture of the intention of the State department of education in the matter of entrusting the work of evaluation to secondary school teachers up to the extent of twenty per cent of the marks in every subject. When the higher secondary scheme came to be introduced in this State and courses of studies were framed for the higher secondary school examination, the statement quoted above was reproduced as a preamble. The first secondary school examination according to the new syllabus took place in the year 1954, while the first higher secondary school examination was held in 1960. We have seen that this very well intentional educational reform failed to take note of the depressing situational factors and consequently failed to take deep root in our educational system and achieve success.

12. And a very pertinent question is—why did it fail at all? What are the situational factors that led to its debacle? These are not very far to seek. It is well-known that our class-rooms are overcrowded, containing as many as seventy to eighty students in one class-room in extreme cases. An average teacher is overworked during the school hours. Most of the teachers are professionally untrained, a considerable percentage of them is under-trained or under-qualified. Teachers do not get a salary commensurate with their work. Prior to the introduction of the assessment system, the number of secondary school teachers undertaking private tuitions or the guardians engaging teachers for private tuition was not very large. The aftermath of its introduction has been very serious and requires immediate amelioration. The system has given a great fillip to private tuition and teachers now spend more of their energy on private tuitions than on class-room teaching. There are people who indulge in unscrupulous activities and put pressure on the teachers to increase the marks of their wards so that they may secure better aggregate and divisions at the secondary or higher secondary school examination. There are people who engage school teachers for coaching their wards at fancy fees, so that their

wards may secure very high marks in the assessment portion—in some cases they do so with the intention of helping their wards in their studies because class-room teaching proves insufficient for their progress. But the majority consists of those parents and guardians who are helpless and cannot arrange private tuition for their wards. In most cases the so-called assessment work is done towards the end of the academic year. The worst part of it, is the fact that the records of the students' work is never properly corrected and even a casual glance at the records will show that cases of misspelt words or incorrect facts have not been pointed out by the assessors. If such is the case of the regular students, the case of private candidates can very well be imaginable. In fact, the system has given a great boost to the number of first and second divisioners reducing the number of third divisioners to the unavoidable minimum. Now let us see what a study undertaken by us to ascertain the desirability of the assessment system for the secondary and higher secondary school examinations reveals :

"The marks in written tests (in eighty per cent) and in assessment (in twenty per cent) of the first fifteen students in the final results of the secondary and higher secondary school examinations were taken into consideration. The following is the value of correlation co-efficient between their total marks at the written tests and at the assessment yearwise.

#### Secondary School Examination.

Year.		Value of correlation co-efficient.
1959	..	—0.729
1960	..	—0.375
1961	..	0.013
1962	..	0.037

#### Higher Secondary School Examination.

Year.		Value of correlation co-efficient.
1961	..	0.294
1962	..	0.337

The above values of correlation co-efficient is low in case of higher secondary school examination, but extremely low in case of secondary school examination. In two cases the value is negative. Correlation co-efficient has tended very slightly to increase from year to year but still it has not reached the stage of normalcy. The value of correlation co-efficient between the two sets of marks of fifteen average students and fifteen such students who were placed at the lowest ladder, would have been very much revealing but unfortunately, the study could not be undertaken due to a number of handicaps. Yet in case of fifteen students, we find the value of correlation co-efficient at its worst. However, the result obtained shows that either of the systems or both of them are faulty. If one is faulty, we do not know exactly which one. The written test which has a standing of centuries cannot be set aside in favour of assessment in hundred per cent marks in each paper. If both are faulty, it is no use keeping two faulty systems. Assessment has been under experiment for the last ten years; it could not be consistent during this period and there is little hope of its gaining consistency unless there is complete overhauling of the educational system and the supervisory machinery”.

13. The only conclusion that one can draw from all this is that while the State department of education introduced the system in all secondary schools in a great haste without examining the ancillary problems and experimenting it first in selected schools, as also without creating suitable facilities in the shape of retaining programme for teachers and supervisors, and reducing overcrowding in class-rooms; the teachers failed to rise to the occasion and they succumbed to inefficiency and corruption. Let there be no mistaking the fact that the system has failed and the greater portion of the blame should fall to the share of the teachers of the secondary schools.

14. In view of the situation, we recommend that the system of internal assessment as in force at present should be abolished immediately without losing any more time, and the examinees at the

secondary schools and higher secondary school examinations should be examined in full marks allotted to each paper. Correction of written work of the pupils should be done and weekly or monthly tests should be held in the manner in which this was done prior to the introduction of internal assessment. The system of tutorial classes for giving individual attention to the student's problems and for correction of written work may be tried wherever feasible.

15. Since the principles underlying internal assessment are sound, schools should be given the freedom of experimenting with the system outside the framework of the secondary school or higher secondary school examination. Schools which choose to take up the experiment may allot 100 marks to this head and may utilise opportunities like written tests on fee-dates, interest in hobbies and non-academic activities, and other possible measures of discovering talent for this, and they should formulate and compile a cumulative record of the pupils at the end of the school course. This will enable the employers and the general public to judge the result of internal assessment on its merit and it is expected that this process will cause the schools and teachers to be on their mettle.

16. From the above recommendations it unavoidably follows that we have to bank solely on external examination for the final evaluation of secondary school and higher secondary school students. But does this system possess perfection so as to make it a dependable instrument of evaluation?

17. It goes without saying that in spite of a number of merits that the system of external examination possesses it has certain inherent weaknesses which must be either eliminated altogether or reduced to the minimum, so as to make it more dependable, reliable and viable. Our studies of question papers, set for the annual and supplementary examinations during 1960 and 1961, and organisational and administrative aspects of examinations have led us to the conclusion that the weaknesses from which external examinations suffer may be broadly ascribed to two major factors: (a) academic, and (b) human.

*(a) Academic factors*

A study of question papers, set for the annual and supplementary secondary school and higher secondary school examinations during 1960 and 1961, showed that generally most of the question papers suffered from the following defects:—

- (i) The questions were generally of memory type stressing rote learning.
- (ii) They offered no scope for comparative, contrast and application in life situation.
- (iii) Generally the scope of answers was unlimited.
- (iv) Some of them were vaguely worded.
- (v) Some of them could produce different meaning resulting in confused answers. Even the memorandum for marking the answers lacked in precision.
- (vi) Even objective-type questions stressed rote memory admitting several answers.
- (vii) They did not aim at testing skill.
- (viii) Some of them were either above or below standard.
- (ix) They offered immense scope for subjectivity in marking.
- (x) Some of them were repeated from year to year.
- (xi) There were many alternatives which prevented the application of common measure for assessing pupils' achievement.

With a view to removing the above-noted defects, we recommend the following measures for adoption:—

- (i) each question paper should have two sub-tests—one essay type and the other short answer or objective type,
- (ii) alternative questions of essay type tests should be avoided,
- (iii) questions should be clearly worded to indicate the scope of the answers,

(iv) the questions should test the skill and originality of the students,

(v) sample answers of essay type questions should be supplied to examiners to minimise subjectivity in marking,

(vi) a few answer papers of both the tests should be analysed in terms of questions by the subject experts and their findings should be reported to the schools to help them identify the weaknesses in students' preparation and class-room instruction in general,

(vii) multiple standard of passing may be introduced to avoid a large percentage of failure at the external examinations,

(viii) to help the pupils in acquiring better mastery over the electives, English, and the mother-tongue, the final examination in case of higher secondary school students should be staggered. This has already been highlighted in chapter IV.

Before the students take final public examination, a series of tests should be administered to them. These tests should be comprehensive in nature and should train them in giving the best account of their attainments. These tests should be less time-consuming and should be a combination of essay and objective types of tests. These tests should be prepared by the present State bureau of examination research [or the examination (research) wing of the reorganised board of secondary education] which has already started functioning. The bureau should train a number of subject-teachers by holding short-courses so that the new types of tests may be prepared by them and extensively used during internal examinations.

*(b) Human factors*

This is the case of deteriorating moral values. Some of the parents have been observed using corrupt influence upon the co-examiners and head examiners with a view to arranging better marks for their wards. Such persons easily catch hold of the weaker elements in the organisational set-up of the examination and move about

unhesitatingly to serve their own ends and it is a pity that they often succeed in their endeavour. It is also a pity that the persons appointed for giving verdicts succumb to extraneous factors. Often there are cases of student-indiscipline and use of unfair means in the examination halls. There are certain examination centres which have gained notoriety for creating disturbances for the peaceful examinees. Mikes and loud speakers have been, on several occasions, pressed into service by undesirable elements of the community for dictating answers to the examinees. Where do the remedies lie? The holes in the organisational set-up of the examinations have to be plugged in such a way as to render leakage of the names of the examiners, head examiners and tabulators impossible. The public law should be reinforced and the hands of the administration strengthened in such a way as to bring the law-breakers to book. But the only real solution lies in the development of a sense of responsibility and the maintenance of a high standard of conduct unless the sanctity of the examinations is recognised by the members of the community—whether students, their aides, guardians or the members of the teaching profession no real improvement is possible.

18. But it will be unfair to exempt internal examinations from blame and condemn only the external examinations. Internal examinations also suffer from the same types of weaknesses as the external examinations. The difference is of degree and not of kind. The weaknesses of the former remain to a great extent unexposed to the public eyes. We got the questions in English of classes VI to IX (Annual 1961) scrutinised and studied by experts and came to learn that the methods of testing in English do not reflect our objectives in teaching the language. Although the examination aims at evaluating what has been taught during the year and whether the material has been understood by the pupils, all the four aims of teaching English—understanding spoken English, speaking English, reading it and writing it—have not been taken into consideration. The system encourages cramming, attaches undue importance to formal grammar and offers no opportunities for testing the oral aspects of the language.

19. The examination should cover all the four aims of teaching and should

assess achievement in each one separately. It should emphasize a real mastery of skills taught and should encourage thorough drilling of a smaller amount of more fundamental material instead of encouraging half-learning of a wide range of material. The teacher in setting papers should enforce this principle.

20. Auditory comprehension (understanding spoken English) and expression in speech are two of the four major language skills, and since these are not being tested, a few tests under these headings may be given. Auditory comprehension can be tested objectively at the elementary stage by various devices. Details will have to be worked out with the help of experts.

21. Tests in spoken English may comprise oral reading of a passage and conversation on familiar subjects. The examiner will thus be able to assess whether the pupil makes correct sounds, whether he lays stress on the proper syllables, whether he has any idea of rhythm and intonation, and whether he can speak at normal speed. Details may be worked out by the teachers concerned.

22. With a view to developing auditory comprehension and expression in speech, we recommend that oral tests may be administered to students reading in classes IV to VII at least once in each school term. The test may be for 100 marks outside the formal examination. Suitable conversational material may be included in the curricula and text-books of these classes. A separate certificate should be given indicating the ability of the pupil in this field. If the head of the school considers it necessary, one period a week may be specified for the teaching of English conversation in these classes. The teachers concerned—graduates (where available) or under-graduates and matriculates will have to be given the necessary orientation immediately through what are called "snowball" schemes. It is here that the staff of the newly-started Institute of English, Bihar, and the personnel of Teachers' Training Colleges, Government Multipurpose Schools and Teachers' Training Schools already trained in the structural approach to the teaching of English at Hyderabad/Allahabad/Patna, will have to help. It is up to the Education Department to start a series of short courses (in pursuance of the



“snowball” schemes) in every subdivision or district under the organisational leadership of the Deputy Director of Education (Planning), the Deputy Director of Education (Secondary), the Deputy Director of Education (Primary), and the Deputy Directress of Education (Girls) earlier than or at least simultaneously with the proposed re-introduction of the teaching of English in class IV.

23. We could not get other question papers examined and studied being handicapped by the non-availability of adequate funds and personnel, and the short time at our disposal. We regret that we are not able to present more facts and data, but howsoever little has been said above is sufficient to re-emphasise the need for and the utility of reforms in the examination methods.

#### GUIDANCE

24. Emergence of guidance on the Indian educational scene is not an educational event of the hoary past; rather it is a babe still crawling along the ground. If we look beyond our country, we may find that in the country of its origin, it has attained adulthood and has gained wider acceptance. Fathered by Frank Parsons (of the U. S. A.), modern guidance came to be accepted as a service to be rendered outside of the school. From this position, it has permeated the work of educational institutions at all levels in the U. S. A. Guidance came to be organised first in some of the schools of the U. S. A. during the last decade of the nineteenth century with the emergence of measurement movement, and certain aspects of psychological research providing additional information about individual differences, the tasks and stages of development and the process of learning, importance came to be attached to guidance programmes first at high school and later at collegiate levels. Since then good guidance is being considered as a very important aspect of the overall educational process contributing to the success of instructional programmes at all levels. Guidance is a product of the educationists' realisation that all individuals need assistance or counselling from time to time, the only difference being that some people require it very often, and some occasionally, and some people require more counselling than the others. The function of guidance is to know the individuals and work towards the development of their inherited and environmental

forces. If the development of all children is the goal, the school-counsellor must assume the responsibility of familiarising himself with a basic theoretical framework for understanding of the process of human growth, development and maturity. The goal of the guidance worker is the optimum physical, social, educational and psychological development of his counsellee, and if he is to succeed in his profession, he must possess sound professional knowledge, the quality of reliability and dependability.

25. Guidance may be described to possess the following three functions:—

- (a) Educational, (b) Vocational and (c) Social.

(a) The process of education to which a child is exposed has to be closely related to his capacities, needs, interests and purposes. Without this education cannot lend the needed direction to the natural process of growth of the whole child that education in a democratic and enlightened society should aim at. The task of exploring and analysing the individual pupil's aptitudes, interests and values should be the responsibility of the guidance worker. In the performance of this task, the teacher have to collaborate with him and his duty is to supply the teachers with the relevant data about the pupils. Whether there is a problem arising out of under-achievement, over-achievement or certain behavioral patterns, etc., of the pupils, it has to be referred to the school-counsellor for identifying the causes contributing to the problem and applying suitable remedial measures. The class-room teachers and school-counsellors do not have to work in seclusion disregarding the efforts of each other, rather they have to supplement each other's work. The school-counsellor has to apply tests and maintain records about pupil achievements, their interests and aptitudes. The democratisation of education at the secondary school stage and the introduction of diversified courses has rendered educational counselling essential. Absence of educational counselling may leave students in a perplexing

condition and may make them susceptible to wrong selection of courses resulting in misdirection of abilities. The rapidly growing complexity of the work pattern in our country requires special attention in the matter of selection of the right type of courses.

- (b) The school-counsellor has to be equipped with the relevant and updated information about the job opportunities in the community or in the country as also the job skills.

The school-counsellor should assist the students in acquainting them with some of their abilities as well as desirable personal qualities which help in the successful performance of their jobs. He has to help the students know the information considered important in making a vocational choice, such as the nature of the vocation, the nature of training required, and working condition, etc. The students have to be informed about the problems a person has to encounter in selecting a vocation and performing job. The school-counsellor has to help the students in preparing tentative occupational plans, depending upon whether they continue further vocational training outside their school or go directly into the job situations. Lastly, he should make information about the present and possible occupational opportunities in the vicinity or in the country available to the students for whom secondary education would be a terminal stage. Moreover, the school-counsellor must be equipped with detailed information about the institutions of higher learning so that he may advise and guide the school graduates in the matter of selection of right types of institutions and suitable areas of specialisation.

- (c) The social aspect of guidance is relatively a new-comer in its field of functions. Its purpose is to assist young people in the areas of understanding themselves and others, getting along with family and with the opposite sex, economic planning, good grooming, healthy living and spending leisure time.

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Children and adults are very often confronted with adjustment problems in their educational careers and in society. The school-counsellor should take stock of the common problems that the adolescents have to face. He should try to find out solutions to these problems and be ready to assist the students in resolving them. Many students suffer from personal-social problems. The role of the school-counsellor is to help ease these problems and effect rehabilitation of students after restoring confidence in them. Social guidance tries to solve problems—personal and inter-personal—whether arising out of educational factors or out of the social situations. If a student finds difficulty in developing mature relations with age-mates, achieving emotional independence of parents and peers, selecting and preparing for an occupation, developing intellectual skills and the desired civic competence, achieving socially responsible behaviour and acquiring a set of values—the school-counsellor should be able to assist either through rendering individual counselling or group counselling if students are handicapped by similar problems.

All cases of misbehaviour, indiscipline and mal-adjustment should be referred to the school-counsellor either by the teachers, principals or the parents. This may require eliciting detailed information about the activities of the students in the school or at their homes or in the community. The counsellor has to be the safe repository of information about a student that may be passed on to him from different sources. On no account he should divulge them to an unauthorised person. If he fails in this part of his duty, he violates professional sanctity earning disrepute for his profession.

26. These being the functions of the school-counsellors, and guidance service being the inseparable and essential ingredient of the diversified instructional programmes in our secondary and higher secondary schools, let us see what are our achievements in the field of this educational activity.

27. It was the Secondary Education Commission headed by Dr. A. L. Mudaliar that advocated the introduction of educational and vocational guidance in secondary schools for the first time. On the basis of its recommendation, the Central Bureau of Educational and Vocational Guidance was set up for training guidance officers, school-counsellors and career masters at the national level. The State department of education set up the bureau of educational and vocational guidance at Patna towards the end of the financial year 1955-56, to be more specific in January, 1959. The State bureau is headed by a director who is assisted by one counsellor, one statistician and one social worker. All these three professional assistants of the director are in the upper division of the subordinate educational service each getting a salary-scale of Rs. 150—350. The bureau prepares tests and has been conducting a training programme for the school-counsellors since the financial year 1956-57. It also conducted short-training courses for training teacher-counsellors of non-government schools from the financial year 1956-57 to 1961-62. Up to the end of the last financial year, it has trained sixty one (61) school-counsellors for the government multipurpose and higher secondary schools. In the beginning of second five-year plan, 54 posts of school-counsellors had been sanctioned by the government for as many government multipurpose and high schools. Since then the number of multipurpose schools including higher secondary and high schools has risen to 61, but the number of the posts of school-counsellors remain static. What may be the occasion for training 61 school-counsellors as against 54 such posts and are these posts filled up by trained school-counsellors? The answers are not far to seek. Of the 61 school-counsellors so far trained by the bureau, only 45 are serving in government multipurpose schools, the other 16 having left the department for good. On the average, the training cost for one school-counsellor comes to about Rs. 2,500. This has resulted in a wasteful expenditure of approximately rupees forty thousand (Rs. 40,000). On several occasions, the counsellor, statistician and social worker of the bureau have been able to secure better employment elsewhere and their exit has depleted the work of the bureau, making it difficult to find their suitable

successors. The training programme for the school-counsellor is comprehensive, but it is of the in-service type. That is to say that at the time of undergoing training, the school-counsellors are in government employ. They get all the benefits of government service like any other government servant. We understand that the bureau has approached the government for starting a diploma course in educational and vocational guidance. If this course is instituted, there will be no necessity of paying salaries out of the public funds to the school-counsellor undergoing training. Official encouragement by way of stipends to meritorious and promising students will suffice. This will help effect economy and make the supply of school-counsellors to government as well as non-government schools perennial.

28. During the second five-year plan the bureau conducted a short training course of six months' duration for training teacher-counsellors of the non-government multipurpose, higher secondary and high schools. The bureau trained 133 teacher-counsellors in a span of six years of which only 69 are serving in their schools, others having left their former institutions after securing better jobs elsewhere. Of the above number, the services of only 56 are utilised for guidance purpose. Thus the total loss comes to 77 in terms of personnel and Rs. 63,140 in terms of money. A teacher-counsellor, as the designation suggests, has to perform the duties of a class-room teacher as also of the guidance worker, and he gets no additional remuneration on the latter's account. This situation is very much responsible for dampening their enthusiasm.

29. Of the 54 non-government multipurpose schools and 197 higher secondary schools as on March 31, 1963, only 21 multipurpose and 37 higher secondary schools each have the services of a teacher-counsellor. The remaining eleven teacher-counsellors are serving in as many high schools, as has been said above. In thirteen of the schools each having the services of a teacher-counsellor, no guidance unit has been organised as yet. We are of the opinion that the diversified courses of studies cannot be effectively implemented unless guidance service is properly organised. The training of

teacher-counsellors has been suspended since 1962-63 owing to the paucity of funds. Suspension of this course has been a great set-back for the counselling service in the non-government multipurpose and higher secondary schools. If government multipurpose schools should have the services of a school-counsellor, there is little justification for withholding the extension of this facility to the non-government multipurpose schools. For each higher secondary school a teacher-counsellor should be trained and a guidance unit started in each of them.

30. The counselling service whether in government or in non-government schools is suffering very much due to the lack of supervision. The director of the State bureau is required to supervise the work of school-counsellors as well as the teacher-counsellors and give them guidance and professional leadership in addition to his responsibilities at his headquarters. Regular supervision of counselling units is not possible owing to the vast expanse of his Statewide jurisdiction and heavy assignments at the headquarters. For better supervision and functioning of the counselling units, supervisory staff needs to be appointed at least at the present divisional headquarters.

The school-counsellors or the teacher-counsellors have almost failed to succeed in their work because of the following factors:—

- (a) The counsellors have not been able to gain acceptance from the heads of their schools, colleagues and parents.
- (b) The heads of institutions having no orientation in guidance work do not respond sympathetically towards the efforts of the counsellors. This has resulted in allotment of teaching periods to the school-counsellors, in some cases up to eighteen periods a week.
- (c) Guidance units are not properly housed and equipped, and the counsellors have not been able to deliver the goods. The three functions of guidance—educational, vocational and social—are not properly performed.

(d) Some of the counsellors lack in vigour, initiative and enterprise. Some of them suffer from acquiescence and some of them like to be allotted class-room teaching for obvious reasons.

31. From the description of the above-noted factors responsible for the slow progress in the successful working of the guidance scheme, it appears that the persons entrusted with its working have not been able to sell the idea among the parents in general and the greater portion of the blame must be apportioned to their share. If guidance programme has to succeed, all heads of institutions, in the first instance only those who have to supervise the work of either a school counsellor or a teacher-counsellor, must be thoroughly orientated in it. The school-counsellor should try to fit himself in the school system and should collaborate with the class-room teachers and parents in general towards the successful working of the guidance programme.

32. Keeping all this in view, we recommend the following measures for the improvement, expansion and better utilisation of guidance service in the State:

- (i) The diploma course in educational and vocational guidance of one academic session should be immediately started in the present bureau of educational and vocational guidance (or the guidance wing of the reorganised board of secondary education) to which 25 persons holding honours and masters' degree in psychology with good class be admitted. Each of the trainees be awarded a stipend of Rs. 50 only, and the pay-scales of the counsellor, statistician and social worker working in the State bureau should be upgraded to class II of the Bihar Educational Service to avoid outflow of talents for the State department of education.
- (ii) The short training course for teacher-counsellors should be revived and necessary funds for running the course be provided in the State budget. For the successful conduct of the two training programmes and research in testing, an additional post of counsellor be created for the

guidance bureau in class II of the Bihar Educational Service.

- (iii) Every non-government multipurpose school should be gradually required to appoint one whole-time school-counsellor as the outturn of trained persons progresses. As teacher-counsellors are gradually replaced by school-counsellors, the services of the former should be placed at the disposal of high school having no such personnel on their staff.
- (iv) For better supervision and professional leadership, the posts of the regional supervisors for guidance service should be created in class II of the Bihar Educational Service along with adequate hands at each of the present divisional headquarters.
- (v) All heads of secondary schools, whether multipurpose, higher secondary or high schools, should be orientated in guidance work through short courses organised at the district or subdivisional level.
- (vi) A well-equipped guidance laboratory should be built up in each of schools

having the services of a school-counsellor. A trained whole-time counsellor should get the same salary-scale in non-government multipurpose higher secondary school that is admissible to the trained holders of honours or masters' degree. A teacher-counsellor besides getting a salary-scale according to his educational qualification, should get an additional pay of Rs. 20 a month.

- (vii) A school having the services of either a teacher-counsellor or a school-counsellor should set aside one period a week in each class for guidance work. This period should be utilised by the counsellors concerned for interviewing students, administering tests and dissemination of vocational or occupational and social information, and for giving educational guidance to students. This period, however, should not be utilised for giving individual or group guidance, which may profitably be done in the guidance laboratory. The head teachers should ensure that school-counsellors are generally not assigned duties relating to class-room teaching.

## CHAPTER VII

### STAFFING

In Chapter IV under the head curriculum we have suggested modifications in the existing courses of studies meant for different types of schools. Under the head Social Studies we have suggested the teaching of history, geography and citizenship as distinct units. The revised scheme of curriculum envisages that the courses of studies for class VIII will be the continuation of general education beyond class VII and students will not be required to enter into the special fields of study at this stage. Crafts including art for boys or domestic science, music and art for girls will be the required areas of study in class IX. Military science including physical education will be a new subject in classes X and XI, and all students of high and higher secondary schools will be required to take examination in this subject. The courses of studies for the XIIth class will be more or less identical with the pre-university syllabus. Provision has to be made for supervised reading, vocational counselling and imparting

of moral instruction. Under the head Organisation, we have recommended that normally there should not be more than forty students in a class. We have also recommended that the actual working days in a calendar year should be extended from 226 to 240 (two hundred forty) days by effecting reduction in the number of holidays. At present normally a school works from 10.30 A. M. to 4.00 P. M. with a recess of half an hour and on Saturday there is a half working day. Usually there are 39 teaching periods in a week. For the successful working of the revised courses of studies there is a strong case for increasing the total working hours in a week in our schools, for otherwise it will be difficult to allocate teaching periods for the new subjects. With this end in view, we suggest the following working hours which may be adopted according to the convenience of schools :—

	Working hours.	Number of periods per day.	Total no. of periods in a week.	Total working hours excluding recess in a week.	Total hours of work per teacher per week.
1	2	3	4	5	6
(i) SCHOOLS WHICH DO NOT RUN IN SHIFTS.					
(a) Day sitting.					
Monday—Friday	.. (a) 10 A.M.—4 P.M.	.. 8	40	30.00	21.50
Saturday	.. (b) 10 A.M.—1.15 P.M.	.. ..	4	..	..
or Monday—Saturday	.. 10.30 A.M.—4 P.M.	.. 7	42	30.00	21.26
(b) Morning sitting during summer days.					
Monday—Saturday	.. 6.00 A.M.—10.45 A.M.	.. 7	42	26.30	18.56
or Monday—Saturday	.. 6.30 A.M.—11.15 A.M.	.. 7	42	26.30	18.56
(ii) SCHOOLS WHICH RUN IN SHIFTS.					
(a) Morning shift.					
Monday—Saturday	.. 6 A.M.—10.30 A.M.	.. 7	42	25.30	17.51
(b) Day shift.					
Monday—Saturday	.. 11 A.M.—4.30 P.M.	.. 7	42	30.00	21.26

It may be observed that whether a school sits from 10.00 AM to 4 P.M. from Monday to Friday and from 10 A.M. to 1 P.M. on Saturday or from 10.30 A.M. to 4 P.M. or 11.00 A.M. to 4.30 P.M. on all working days the total working hours will amount to 30 excluding the time allotted for recess. In the case of a school having Muslim students and teachers on its roll and staff respectively, it may sit half an hour earlier towards the morning or half an hour later in the afternoon on Fridays to facilitate the provision of an hour's recess. No teaching period should be of less than 40 and 35 minutes' duration during the day and morning shifts respectively.

2. The normal teaching load of a teacher should be thirty out of forty-two periods and thirty-two out of 44 periods in a week. During the leisure hours a

teacher is expected to correct the written exercises of students, prepare lessons for the next periods or to use the library. The head of the institution, whatever his designation, should allot 12 periods a week to himself. The assistant head of the institution should be allotted 18 teaching periods a week. The rest of the working periods should be devoted, by the head and the assistant head of the institution, to administration and supervision of the class room teaching, and office work respectively. Except in very exceptional circumstances, there should be no delegation of teaching duties assigned to the principals/headmasters and vice-principals/assistant headmasters. It would be worth while to present the break-up of teaching periods between different subjects according to the revised courses of studies right from class VI to class XII.

TABLE 'A'

*Suggested framework of time-table for classes VI to XII.*

1	2	3	4	5	6	7	8	9
	VI	VII	VIII	IX	X	XI	XII for students whose mother- tongue is Hindi.	XII for students whose mother- tongue is not Hindi. Total.
1. Mother-tongue Hindi ..	6	6	6	4/5	4/5	4/5	7/8	37/41
or One minority language as mother-tongue (Bengali or Urdu or Oriya or Mai- thili, etc).	6	6	6	4/5	4/5	4/5	..	6/7 36/40
2. Second language (South In- dian language) or ..	3	3	3	3	3	3	..	18
Hindi	3	3	3	3	3	3	..	2 20
3. English ..	6	6	6	8	9	9	12/13	56/57
4. Social studies (history, geo- graphy and citizenship).	3	3	3	6*	4	4	..	21
5. General science ..	3	3	4	} 4	4	4	..	22
6. Mathematics ..	4/5	4/5	4/5					
7. Physical training (VI to IX)/ military science including physical education (X to XI).	5	5	5	3	4	..	12/15 or 24/27 in case of bipurpose schools. (Phys. training 18&26 M.S. and Phys. educa- tion 8 .	18&26
8. Three electives ..	..	..	..	9	9	9†	15	42
9. One extra elective/tutorial for those who do not offer extra elective.	..	..	..	3	3	3	5	14

	1	2	3	4	5	6	7	8	9	
10. Supervised reading	..	..	..	..	0/1	1/2	1/2	2	1	4/7
11. Vocational counselling	..	..	..	..	1	1	1	..	1	4
12. Classics	..	3	3	3	..	..	..	..	..	9
13. Moral instruction	..	2	2	1	1	..	..	..	..	6
14. Fine arts (music, drawing and painting).	..	3	3	3	..	..	..	..	..	..
15. Craft	..	4/5	4/5	4/5	..	..	..	..	..	..
16. Total no. of periods in a week		42/44	42/44	42/44	42/44	42/44	42/44	42/44	42/44	42/44

Remarks.—\*Inclusive of three periods for craft (2) including art (1) or domestic science (1), music (1), and art (1).

† Necessary adjustment to be made, for arranging classes in elective subjects by curtailing one period each from English, military science and supervised reading.

‡ To be introduced in schools having adequate resources for its successful implementation, otherwise periods to be allotted to tutorial classes or electives.



3. On the basis of the above noted time table the following staff may be required for the schools mentioned below :—

TABLE 'B'

High Schools

Standard staff for schools having only Hindi-reading students.	Four classes (VIII to XI)				Six classes (VI to XI)		
	With one stream—humanities and social sciences.	With two streams humanities and social sciences, and natural sciences.	With one stream—humanities and social sciences.	With two streams humanities and social sciences, and natural sciences.	One section.	Two sections.	One section.
	One section. 160	One section. 160 Two sections. 320	One section. 240	One section. 240 Two sections. 480	240	480	480
1	2	3	4	5	6	7	
1. Headmaster .. ..	1	1	1	1	1	1	1
2. Asstt. Headmaster .. ..	..	..	..	..	..	..	1
Teachers for—							
3. Hindi .. ..	..	..	1	1	2	2	2
4. Sanskrit .. ..	3	1	1	1	1	1	1
5. South Indian language .. ..	..	1	1	1	1	1	1
6. English .. ..	..	1	2	1	1	1	3
7. Social studies (history, geography, citizenship) and subjects of humanities group.	3	3	3	3	3	3	3
8. General science .. ..	1	..	..	1	..	..	..
9. Mathematics .. ..	..	1	1	..	1	1	1
10. Physics .. ..	..	1	1	..	1	1	1
11. Chemistry .. ..	..	1	1	..	1	1	1
12. Biology .. ..	..	1	1	..	1	1	1
13. Vocational subject group .. ..	..	..	..	..	..	..	..
14. Health and physical education.	1	1	1	1	1	1	1
15. Guidance .. ..	..	..	..	..	..	..	..
16. Fine arts and craft .. ..	1	1	1	1	1	1	1
<b>Total .. ..</b>	<b>10</b>	<b>13</b>	<b>15</b>	<b>11</b>	<b>14</b>	<b>18</b>	<b>18</b>

TABLE 'C'.

5-class higher secondary school (VIII to XII)		7-class higher secondary school (VI to XII)						
Standard staff for schools having only reading students.	Unipur-	Bipurpose		Multi-	Unipur-	Bipurposé		Multi-
	pose with Hindi- only one section.	One section.	Two sec- tions.	purpose with a minimum of two sections.	pose.	One section.	Two sections.	purpose with a minimum of two sections
	200	200	400	400	280	280	560	560
1	2	3	4	5	6	7	8	9
1. Principal ..	1	1	1	1	1	1	1	2
2. Vice-Principal ..	..	..	1	1	-	..	1	1
<i>Teachers for—</i>								
3. Hindi ..	2* } .. }	2 } }	2	2	2 } }	2 } }	2	1
4. Sanskrit ..	.. }	.. }	1	1	.. }	.. }	1	1
5. South Indian language	1	1	1	1	1	1	1	1
6. English ..	1	1	3	3	2	2	4	4
7. Social studies (his- tory, geography and citizenship) and subjects of humanities group.	3	3	3	3	3	3	4	4
8. General science ..	1 } .. }	.. }	1	1	1 } }	.. }	1	1
9. Mathematics ..	.. }	1	1	1	.. }	1	1	1
10. Physics ..	..	1	1	1	..	1	1	1
11. Chemistry ..	..	1	1	1	..	1	1	1
12. Biology ..	..	1	1	1	..	1	1	1
13. Vocational subject group.	..	..	..	2	..	..	..	2
14. Health and physical education.	1	1	1	1	1	1	1	1
15. School counsellor ..	..	..	..	1	..	..	..	1
16. Fine arts and craft	1	1	1	1	1	1	1	1
Total ..	11	14	19	22	12	15	21	24

\*One teacher for Hindi exclusively and the other for taking both Hindi and Sanskrit classes.

NOTE.—In the case of higher secondary schools one of the teachers trained in educational and vocational guidance will perform the duties assigned to a school counsellor or one of the teachers will have to be trained for this purpose.

4. In the case of schools which have to make provision for the teaching of a minority language, such as Bengali, Urdu, Oriya, Maithili, Nepali, Santhali, the management besides recruiting one teacher for each of the minority languages should suitably increase the number of Hindi teachers for holding classes in national language (Hindi), if they cannot be managed with the existing number of staff. It is quite likely that a seven-class higher secondary school whether uni-purpose, bipurpose or multipurpose will have to appoint one additional Hindi teacher if students whose mother-tongue is not Hindi are enrolled in all its classes. In the case of higher secondary schools with larger enrolments the actual requirements will have to be worked out on the basis of actual teaching periods.

5. A scrutiny of the abovenoted tables showing the staff requirements for different sets of schools will reveal that schools with larger enrolments are less costly than those with poor ones. A high school having six classes with duplicated sections in each of them (enrolment 480) may be successfully run with 18 teachers whereas a four-class high school with an enrolment of 320 may have to be provided with 15 teachers. Thus for an additional 160 students only three teachers will suffice. Similarly we find that for running a five-class bipurpose higher secondary school with an enrolment of 400, 19 teachers are required, whereas a seven-class bipurpose higher secondary school with an enrolment of 50, only two more whole-time teachers will have to be recruited. Again we find that for running a five-class multipurpose higher secondary school (with three streams only) with an enrolment of 400 and a seven-class multipurpose higher secondary school (with equal number of streams) with an enrolment of 560, only two more teachers have to be recruited for the latter.

6. Here we would like to re-emphasise our recommendation for integrating schools with lesser enrolments into bigger units to effect economy, better organisation and instructional facilities.

7. With regard to the teaching of a south Indian language in the secondary schools we are of the opinion that only such teachers should be appointed to teach the language concerned who apart

from having studied it as their mother-tongue have a working knowledge of Hindi, not to mention English. The State Government may like to seek the co-operation of its south Indian counterparts in the procurement of such trilingually equipped teachers to accept jobs in our secondary schools. The time table suggested above makes it clear that the south Indian language teacher will not have sufficient work-load in a small school. His services may profitably be utilised by allotting him English periods, besides his own subject (a South Indian language).

The abovenoted tables regarding standard staff are illustrative and not exhaustive inasmuch as they do not contain the figures about the required number of clerks, laboratory assistants or laboratory boys, peons and the librarian. Moreover the staff requirement may depend on the number of sections that the schools have in different classes and the volume of work.

8. For the purpose of calculating additional staff for opening additional sections the following table may be helpful :—

Number of additional section.	Number of periods.	Number of posts to be sanctioned.	Remarks.
1	2	3	4
1	42/44	1	Remaining 12 classes to be distributed among the existing teachers.
2	84/88	3	
3	126/132	4	
4	168/176	6	
5	210/220	7	
6	252/264	9	
7	294/308	10	

According to the work load of teachers suggested by us in paragraph 2 above, it will appear that a teacher will have to work between 18 to 22 hours a week out of the total working hours in a school

which may vary between 25.00 to 30.00 hours depending on the climatic condition of the place and the organisational set-up of the school. For the purpose of correcting the pupils' written work, preparing lesson-notes and making studies for efficient teaching, the teachers will need more time than the leisure hours allotted to them during the hours and this they are expected to find out at their homes to the extent of eight to ten hours in a week.

9. The revised courses of studies as suggested by us in Chapter IV cannot be successfully implemented unless additional equipments are made available and some more qualified teachers holding honours or master's degrees or holding special one-year diplomas in academic subjects are appointed. We are of the opinion that no person holding less than a bachelor's degree should be appointed in a high or higher secondary school. No school should appoint a person holding a master's degree in a subject not offered by the school. Before advertising a post, the schools should make it a point to examine their requirements in a comprehensive manner. It would be useful to appoint persons with a cross-section of different combinations at their degree stage so that different subjects may be covered in an efficient and economic manner.

10. We have already recommended for the institution of the one-year diploma course in academic subjects and six-week short courses for orienting teacher in subject contents. We are of the opinion that in future only such persons should be appointed to the posts of headmasters or principals who hold masters' degrees in such academic subjects as are offered in schools. Besides this they should also possess a diploma or a degree in education. At present a high school is required to have a minimum of two trained graduates on its staff. Now that there are six teachers' training colleges in the State imparting training to male teachers producing about one thousand trained hands every year, the minimum number of trained graduates to be recruited in a boys' high school should be raised to at least three. This provision will offer better employment opportunity to trained graduate

teachers and raise the standard of teaching to some extent.

11. The present six-week short training course in general methods for graduate teachers of high and middle schools having at least five years of teaching experience may, however, continue for a few years more till the outturn of trained graduates from the teachers' training colleges covers the requirement of trained graduates or post-graduates in high and higher secondary schools. Till such time, which will be about the end of the current third plan, we also favour the continuance of the provision for the S. T. C. trained graduates to take the diploma in education examination as private candidates. Since the Government teachers' training colleges are being affiliated to the regional universities for purposes of the diploma in education examination we recommend that this suggestion may be brought to the notice of the universities concerned for necessary action. Even after the end of the third plan, the short training course may continue for the purpose of orienting and even reorienting teachers in the latest methods of instruction, and educational theories and practices, but the provision for private candidates to take the diploma in education examination may be dropped.

12. Elsewhere, we have stressed the necessity of reorganising the teachers' training programme. Our teachers' training colleges do not provide sufficient training facilities in the field of educational administration, supervision and curriculum development. Efforts should be made to remove this deficiency in their training programmes.

13. The present salary scales of teachers are low and it is difficult to obtain the services of properly qualified persons. Moreover, the price-index has gone up considerably and it is necessary to revise the pay-scales of the teaching and non-teaching personnel. With this end in view, we recommend an early enforcement of the following model pay-scales for the teaching and non-teaching personnel serving in the non-Government high and higher secondary schools in the State :—

	Present.	Proposed model scales.
1. Principal of higher secondary and multipurpose schools.	Rs. 200—10—300—E.B.—10—450	Rs. 250—700 + Rs. 20 allowance per additional stream subject to a maximum of Rs. 40.
2. Headmaster of high school ..	Rs. 175—275 (up to 200 pupils) .. Rs. 200—300 (above 200 pupils).	Rs. 220—400. Rs. 250—450.

	Present.	Proposed model scales.
3. Asstt. principal/Asstt. head-master where number of pupils gets stabilised at more than 320.	Nil	.. Rs. 200—350 + Rs. 15 only as allowance.
4. Trained holders of honours or master's degree.	Rs. 150—250 Rs. 125—200	.. Rs. 170—275. Rs. 180—350 (Selection Grade).
5. School-counsellor, M.A. or B.A. (Hons.) in Psychology with diploma in E.V.G.B.	..	Rs. 170—275.
6. Untrained honours graduate or holders of master's degree.	Nil	.. Rs. 140—8—180—10—220.
7. Trained graduate	.. Rs. 100—5—125—E.B.—4—145—3—175.	Rs. 140—8—180—10—220.
8. Teacher-counsellor	..	.. Salary according to qualification plus Rs. 20 as an additional pay.
9. Graduate holding diploma in physical education.	Rs. 100—5—125—E. B.—4—145—3—175.	Rs. 140—8—180—10—220. *
10. Librarian (graduate with diploma in library science).	Nil	.. Rs. 140—8—180—10—220.
11. Untrained graduate, trained intermediate, charya and Fazil.	Rs. 70—3—85—E.B.—4—105—2—115.	Rs. 100—155.
12. Untrained intermediate, trained matriculate, Alim and Shastri.	Rs. 50—2—70—E.B.—2—90	.. Rs. 70—4—90—EB—6—120.
13. Clerk (matriculate or above)	.. Rs. 45—2—55—EB—2—75	.. Rs. 70—2—80—EB—3—110.
14. Laboratory Asstt. (one who has passed the higher secondary or secondary school examination with science subjects).	Nil	.. Rs. 65—3—77—E.B.—4—105.
or Laboratory Boy (one who has passed at least class IX with science subjects).	Nil	.. Rs. 45—75.
15. Peon	.. Rs. 22½—¼—27½	.. Rs. 40—1—60.

NOTES.—(i) In this salary-scale, in all cases, where emoluments are based on numerical strength of pupils, such as, those of the head or the assistant head of the schools, the enrolment to be taken into account shall be that of the last working day of the first session of the school and of no other day.

(ii) No intermediate or matriculate or Alim or hastrī, whether trained or untrained, should be appointed henceforward in a high/higher secondary school as persons with such qualifications are not able competently to meet the situation brought about by the increased dimensions of secondary education. Salary scales proposed against each of the items 11 and 12 are meant only for the existing teachers holding these qualifications.

(iii) A secondary school having not less than 5,000 useful books in its library will be entitled to create the post of a full-time librarian.

(iv) If the librarian is a university graduate and also holds a diploma or degree in education (besides the diploma in library science), and is required to take classes in general subjects other than those dealing with library work, a personal pay of at least Rs. 10 may be given to him.

(v) Similarly, if a university graduate holding a diploma or degree in education (besides the diploma in physical education), is required to take classes in general subjects other than those dealing with physical and health education work, a personal pay of at least Rs. 10 may be given to him.

(vi) The number of selection gradeposts for trained holders of honours or master's degree shall be limited to 30 per cent of the total strength of such teachers on the staff.

14. The pay-scales in the State should correspond at least to the pay-scales of teachers in secondary schools in the neighbouring States whose economy and finances are of the same or similar standard. We feel that the pay-scales should be raised to the point where action can be legitimately taken to discourage teachers from engaging in large scale private tuitions, which lead to corruption, and to inefficiency in school work. We recommend that as an experimental measure, preparatory classes to impart competent collective coaching to pupils be permitted to be organised by schools on their own initiative and additional payment may be made to the teachers concerned through the school from the funds accruing from the additional fees that may be levied in such classes.

15. The teaching and non-teaching personnel of the non-Government secondary schools generally feel insecure about the tenure of their services. We believe that the constitution of school boards would considerably improve their service conditions.

• 16. The Secondary Education Commission stressed the need of instituting the Triple Benefit Scheme for teachers. The State Government accepted this recommendation in principle, and in the financial year 1962-63, it decided to implement it, but its details are yet to be worked out. We hope that it will be implemented at

an early date and all teachers of secondary schools will be made eligible for the benefits accruing from it.

17. We also recommend that a separate Commission for recruitment of secondary school teachers, whose initial salary is Rs. 150 per month or above, should be set up.

18. A profession grows by the dedication of its members. It is the duty of a professional organisation to help its members in the improvement of their academic and professional competence. For this purpose, the professional organisation must organise constructive professional work, conduct researches and disseminate information about the latest developments that have taken place. With a view to enabling the Bihar Secondary School Teachers' Association to undertake constructive professional or educational or research work, such as surveys of the socio-economic condition of the teachers of different grades, organising and maintaining a professional library and reading room predominantly catering for secondary education, improving the quality of the journal that they are publishing, publication of text-books or teachers' help books or original writings of teachers, etc., a suitable grant should be sanctioned by the State Department of Education and all inspecting officers and all officers of the Education Department should be encouraged to keep regular contact, in educational and administrative matters, with the association.

## CHAPTER VIII

### FINANCES

Education is a vital factor in the economic progress of a country. Economically mature nations have been spending huge sums of money on the expansion of education—both quantitative and qualitative. Education has started taking a rising share of the national income even in economically undeveloped or under-developed countries. Education is a superior consumer good and any investment in it may not result in immediate increased production. A developing nation has to insist on equal priority for investment in human capital as well as in physical capital. Investments in these two important spheres of development supplement each other. Industrial development cannot be accomplished without improving human knowledge and skills.

2. Uptill now, industrial sectors have been attracting better attention in our country and have so far succeeded in getting better allocation of funds. In recent years there has been a growing awareness among our planners in respect of better and balanced allocation of funds. All the world over, it has come to be realised that investment in education and economic development must go together if the former cannot precede the latter. The *per capita* income of people who have high educational development as also high natural resources is very much higher than of those whose educational development is at a comparatively lower level in spite of high natural resources. The ratio between the two is 1 : 5. Education helps to develop a citizenry which understands the importance of new knowledge and its application, while its absence develops superstition and ignorance. While investment in education gives us positive economic returns, inadequate schooling results in low output. Lack of schooling is responsible for lower earning capacity, increasing rate of unemployment or under-employment, excessive dependence on State aid and the tremendous rate of population growth.

3. The inevitable conclusion that follows from all this is that for the success of the institution of democracy, adequate funds must be found out for building well-equipped and efficient schools. For the

successful implementation of the courses of studies suggested by us, for recruiting adequate number of well-educated and professionally trained teaching and administrative personnel, for introducing improved and individualised methods of instruction, for constructing additional class-rooms and laboratories and providing adequate equipments, and for providing special services to our schools by conducting researches in the field of curriculum, supervision, evaluation, guidance and text-book for all these adequate financial investment is an absolute necessity.

4. A review of the present financial condition of the secondary schools may shed better light on their demands for more funds. As pointed out in Chapter III, secondary schools in this State are under different types of management. Schools run by the State Government and corporate bodies do not suffer from financial instability, however, they suffer from the inadequacy of properly trained and qualified staff and also on account of overcrowding in the class rooms. There is imbalance in staffing and while opening of additional sections and sanctioning off the posts of teachers, no cognizance has been taken of the teachers' work-load. The implementation of our recommendation with regard to the size of a class will necessitate the opening of additional sections and the sanction of the additional posts of teachers according to the standard scale of staffing suggested by us in Chapter VII. If these schools have to offer rich and diverse instructional programmes, this will require allocation of more funds for engaging properly qualified staff, the nature and number of which have been detailed in Chapter VII. Besides this, additional class rooms and laboratories shall have to be constructed.

5. As compared to the above category of schools, the financial condition of the non-Government secondary schools is far worse. They have to depend mostly on income from school-fees and grants from the State Department of Education. It is difficult for most of the managing committees to meet the recurring and non-recurring costs. Complaints regarding under-payment

of salaries, and misutilisation and misappropriation of funds are not infrequently made against them. It is not possible for the managements to raise adequate funds by way of local contribution.

6. The upward revision in the salary-scales during the last decade and a half, the extension of the facilities of tuition at a reduced rate of fees to girls and of free tuition to the students belonging to the scheduled castes and scheduled tribes, and the upgrading and conversion of the high schools into the higher secondary and multipurpose higher secondary schools—all these factors have made the task of running a school a tremendous job. While the managers have to face a great deal of difficulty in raising adequate resources, it has not been also possible for the State Government to share the burden of the mounting costs to a reasonable degree.

7. The following statement gives a picture of the nature and quantum of the recurring and non-recurring grants given by the State Department of Education to the non-Government high and higher secondary schools during the financial year 1962-63 :—

		Rs.	
	10. Recurring grant for physical education.		1,05,600
	11. Lump sum grant to non-Government high schools recognized after 31st March 1949 and up to 31st March 1957.		8,00,000
	12. Efficiency grant to non-Government high schools.		50,000
	13. Recurring grant for conversion of high schools into higher secondary/multipurpose schools.		1,25,000
	14. Dearness allowance to teachers and clerks of non-Government high schools recognised after 1st January 1951 but up to 31st March 1957 at Rs. 12 per month per teacher.		3,20,000
	15. Assistance to the subsidised high schools.		5,11,000
	16. Cultural tours of students of high schools.		5,000
	TOTAL .. ..		62,17,522
	PLAN SCHEMES.		
	1. Supply of Radio Sets.. ..		25,000
	2. Increased rates of dearness allowance at Rs. 15 to Rs. 20 to all non-Government high/higher secondary/multipurpose schools.		10,00,000
	3. Opening of State subsidised higher secondary schools in educationally backward areas—		
	Recurring .. ..		1,25,000
	Non-recurring .. ..		5,25,000
	TOTAL .. ..		6,50,000
	4. Improvement of existing subsidised/ aided/unaided high schools :—		
	(i) Building .. ..		1,50,000
	(ii) Science .. ..		1,50,000
	(iii) Furniture and equipments..		50,000
	(iv) Enrichment of school library		50,000
	TOTAL .. ..		4,00,000
	5. Lump sum grant to non-Government high schools recognised after 31st March 1957.		3,75,000
	6. Grants to non-Government high schools for physical education —		
	Recurring) .. ..		39,400
	Non-recurring .. ..		20,000
	TOTAL .. ..		59,400

1962-63 (Non-Plan).			
		Rs.	
1. Normal grant .. ..		4,15,438	
2. Special subsidy to high schools situated in the backward areas of the Santhal Parganas and Chota Nagpur Division.	1,76,409		
3. Grant to non-Government high schools recognised on or before the 31st March 1949, on account of revision of scales of pay to their teachers and clerks.	15,50,793		
4. Special teaching of science and agriculture in non-Government high schools.	81,168		
5. Grant to non-Government high schools previously run by outgoing landlords.	1,24,514		
6. Non-recurring grant for furniture	20,000		
7. Dearness allowance to teachers and clerks of non-Government high schools recognised up to 1st January 1951 at Rs. 12 per month per teacher.	12,82,600		
8. Reimbursement to non-Government high schools for admitting Harijans free of charge and that of aboriginals at reduced rate.	50,000		
9. Annual increment to teachers and clerks of non-government high schools, recognised on or before 31st March 1949.	6,00,000		



			Rs.
7. Additional dearness allowance at flat rate of Rs. 5 per month per teacher of all non-Government high schools.			9,22,350
8. Grant to high schools for conversion into higher secondary/multi-purpose schools.			32,00,000
	TOTAL	..	66,31,750
	GRAND TOTAL.		
Non-Plan	..	..	62,17,522
Plan	..	..	66,31,750
	TOTAL	..	1,28,49,272

8. The above statement makes it clear that in the matter of giving grants-in-aid distinction and disparity exist between institutions started up to March 31, 1949 and schools recognised after that date. There appears to be no justification for retaining this class distinction between schools. The abovenoted recurring grants should be amalgamated and the budget provision suitably augmented to meet the entire deficit of such non-Government school which join the proposed school district. Schools which refuse to place their management under the school board, should not be given full amount of the deficit.

9. We recommend that there should be only one grant giving authority, namely the Board of Secondary Education and all grants must be channelled through it.

10. In recent years, under the dynamic leadership of the central Government it has been possible to allocate more funds for the expansion of secondary education. The Central Government has shared the burden of the increasing cost on planning secondary education. It has launched centrally-sponsored schemes for improving guidance services and conducting research in the field of evaluation. It has also been spending a considerable amount on running the extension services for the benefit of the secondary schools. Besides these, it has been giving matching grants for upgrading and converting high schools into the higher secondary and multipurpose higher secondary schools. While it is heartening to note these developments, it must be realised that qualitative and quantitative expansion of secondary education requires tremendous effort on the

part of both the central and the State Governments by way of providing sufficient funds for the realization and fulfilment of the revised and reorientated aims and objectives of secondary education. Until such time as the State is able to take over completely the burden of secondary education, the parents and guardians will have to pay for the tuition of their wards. For the present, the tuition fees charged from them are bound to go up, if we contemplate to engage a competent and contented teaching personnel. To enable salaries of teachers being enhanced, we recommend that the tuition fees in secondary schools should be raised suitably.

11. Most of the non-Government high schools do not have sufficient accommodation in the school building for better programming of instruction, and library and common room facilities are in most cases quite inadequate. Good school libraries have to be built up. Science laboratories have to be erected and properly equipped. The school managements are not in a position to raise even that much of funds which would match the Government grant. It is not possible for the State Government either to give so much of grant as to cover the hundred per cent cost on the development of secondary schools. While we would recommend a considerable increase in the allocation of funds for secondary education in the State budget, we would like to stress the need of levying agricultural and industrial cess for meeting the increasing cost on secondary education.

ZAWAR HUSSAIN.

K. AHMAD.

G. SINHA.

NAGESHWAR SINGH.

RAMAKANT JHA.

GORDON E. MURPHY, S. J.

S. THAKUR.

2-7-1963.

*Note of dissent by Nageshwar Singh—  
Member.*

While welcoming the idea of the teaching of a second Indian language for national integration—I am opposed to naming a particular language or languages. For national integration one language is as important as the other mentioned in the language schedule of the Constitution. But the question of choice should also be judged from the point of view of utility, i.e., which language will be used in life. Let the learner or the guardian choose the language which will be helpful to him in life. To impose such an Indian language as has not the chance of being used later will be the negation of the objective.

Also, to introduce the second language in class III does not appear to be a sound proposition. It will prove too heavy a burden for the young learner who is not yet well-grounded even in his own mother-tongue. Secondly, it will be a crushing burden to the State finance to appoint one extra teacher in more than forty thousand schools in Bihar. Hence the introduction of the second language should be done in class V, i.e., two years later.

Introduction of English from class IV as a compulsory subject is opposed. In view of the fact that Hindi has been declared the national language most of the students of elementary schools may not have the occasion to use English in life. For this vast number the time spent on intensive study of mother-tongue and national language, mathematics, etc., instead of English will be in national interest.

NAGESHWAR SINGH,

28-6-1963.

*Note of dissent appended by Prof. Rama  
Kant Jha.*

We have miserably failed to demarcate properly the spheres of importance of English, national language (Hindi), regional languages and the classical languages in the proposed new set-up. We have been unduly obsessed with the idea of so-called increasing importance of English and have shown complete lack of understanding of due importance of national language Hindi in the new scheme of studies. The Indian people have already accepted Hindi as

*lingua franca* of the nation and the language, therefore, deserves to be developed and enriched speedily to occupy its rightful place in new emerging India. English is gradually to be replaced by Hindi as official language of the Centre and of some of the States and also as Channel of communication between the Centre and the States. This process of replacement, far from being hindered, deserves to be highly accelerated. Some of the recommendations of the Committee, I am afraid, may, far from accelerating completely, hinder this process of replacement. In any scheme of studies continuity of the past with the present becomes essential. The classical languages, being vehicles of our ancient thought and culture easily provide such continuity and link and they also provide moorings to the students.

Imparting instruction through the medium of mother-tongue makes learning much easier and speedier and in any system of education this must be the central point.

We have recommended that English be taught to the boys from class IV. Previously English was taught from class VIII. Later on it began to be taught from class VI. I very strongly feel that English should be taught from class VIII as previously. Moreover, English be put on par with other foreign languages, such as, French, German, Russian, etc. The argument that intensive study of English is required to derive advantage out of advanced scientific knowledge available in English, to my mind, does not seem to be convincing. This scientific knowledge should be translated into Hindi and other Indian languages as the Russians and the Chinese have been doing. Russia has made one foreign language compulsory at secondary stage and for this she has put English on par with French, German, Italian and Spanish. We can go a step further by making one paper of English compulsory for all boys from Class VIII. Another paper in English should be converted into a paper of foreign language other than English. Thus from class IX students should be required to offer French, German or Russian as another compulsory language in lieu of second paper of English.

The increasing importance of Hindi in the new scheme of studies should be fully comprehended and grasped. If Hindi has

gradually, and speedily too, to replace English, it necessarily follows that Hindi should occupy the same place in any scheme of studies as English is occupying to-day. I, therefore, very sincerely feel that there should be two compulsory papers in Hindi for both Hindi and non-Hindi speaking boys at secondary stage. But instead of recommending this, we have recommended for making only one paper in Hindi compulsory for Hindi speaking students by curtailing from two papers as at present. Again, we have recommended for study of one paper in Hindi compulsory at the higher secondary stage, but without any examination (at present there is provision for such examination).

In the existing scheme of studies boys could offer Sanskrit, Arabic or Persian as tenth paper compulsorily. This plan has been now recommended to be done away with. For reasons stated above I am definitely of the opinion that one paper in Sanskrit, Arabic, Persian, or Latin be made compulsory for all the boys.

Mention has been made in the Report for starting parallel English medium classes at Netarhat and other Government schools spread all over the State. This provision to me seems to be far from being useful. Instead, provision be made for starting classes through the medium of languages of the minorities in the State. Thus, all over North Bihar except Saran and part of Champaran districts classes be started through the medium of Maithili with the provision that where Urdu or other language-reading students are in majority classes, at such places, be started through the medium of Urdu or that other language. It may be noted that Maithili in Bihar is not a language of the minority. It is a regional language spoken in homes by the people of North Bihar except in Saran and part of Champaran districts. The people speak Maithili or one of its various dialects.

RAMAKANT JHA

28-6-1963.

## SUMMARY OF RECOMMENDATIONS

### CHAPTER II

#### *Organisation*

We recommend a span of 12 years to cover elementary to higher secondary education :

- (a) Elementary . . . 7 years.
- (b) Elementary continuation, and secondary and higher secondary exploration, 2 years.
- (c) Higher secondary (secondary—2 years), 3 years.

2. Classes VI and VII should usually form part of an elementary school. They may form part of high and higher secondary schools in exceptional circumstances with the permission of the Board of Secondary Education, Bihar.

3. As more financial resources are available, the present class VIII should form part of elementary education.

4. Class VIII should be disbanded from basic schools, where they exist, and in future form part only of high and higher secondary school, unless it is maintained in present basic schools as an experimental model and for this purpose the teaching staff, equipments, etc., are immediately upgraded in an appropriate manner.

5. The present policy of recognising only higher secondary schools should be continued. Partial recognition may be granted to the existing proposed high schools or newly started higher secondary schools, with permission to present candidates at the secondary school examination at the end of class XI. When a partially recognised higher secondary school starts class XII and fulfils conditions of recognition, they may be accorded full recognition as higher secondary schools.

6. In view of the financial stringency, the process of upgrading schools into the higher secondary should be phased and organised in such a way that at least one higher secondary school can be placed at the disposal of the communities inhabiting each police-station. The XIIth class of the existing higher secondary and multipurpose schools should be strengthened in such a way that they may provide education for such students of

the neighbouring high schools who may come out successful at the secondary school examination and may seek admission in the XIIth class.

7. A pass at the middle school (public) examination should be a qualification for admission to class VIII to ensure better standards in secondary schools.

8. For the purpose of imparting vocational education with economy, central vocational schools should be started in the urban areas.

9. There should not be more than 40 students in a section. The minimum enrolment in a unipurpose, bipurpose and multipurpose higher secondary school, having five classes from VIII to XII, should be 200, 400 and 600 respectively, while the maximum may be 600, 800 and 1,000 respectively. In the case of a high school with two streams, the minimum enrolment should be 320 and maximum 640.

10. The present arrangement in regard to co-education may continue.

11. High or higher secondary schools may be run in shifts in congested urban areas where the enrolment is very high and where there is no space for the construction of additional buildings or no room for a separate institution for lack of adequate funds.

12. We recommend that the January to December session should continue in our schools.

13. The number of working days should be increased from 226 to 240 in a year by suitably reducing the number of holidays.

14. Six-monthly medical check-up of all students should be arranged in secondary schools. For this, a competent physician should invariably be appointed by the school management. A fund may be created in each school for running a co-operative drug-store in which common medicines may be stored for the use of ailing students. A suitable grant should be given by the Health Department of the State Government to secondary schools for this purpose.

15. The Government Multipurpose Schools situated at the district headquarters should assume the role of experimental multipurpose schools which

can provide secondary education in all streams or in streams according to the local requirements. In the beginning, one multipurpose school at each divisional headquarters should be developed into a well-staffed and well-equipped experimental school.

16. Adequate number of trained and qualified staff and equipments may be provided to all Government multipurpose schools commensurate with the instructional programmes offered in each of them, and the existing disparity in equipments and the number and qualification of staff between the Government boys' multipurpose and Government Sarvodaya multipurpose schools should be done away with very quickly.

17. The management of the residential school, Netarhat should be entrusted to an autonomous body.

18. Efforts should be made to start more residential schools capable of providing the public school-type secondary education but within the reach of the lower, middle class and working class income groups also.

19. Sound traditions about the service conditions of the staff should be built up at the residential school, Netarhat, always keeping in view the best models and the latest development in the leading public-schools in the country.

20. Some seats at the Netarhat school should be thrown open to scholars of other States.

21. Government higher secondary or multipurpose schools at each divisional or district headquarters and residential school, Netarhat, should have parallel English-medium classes. Selected non-Government higher secondary schools or even high schools may be given this option in each division or district.

22. The inspection of Anglo-Indian schools should continue to be done either by the D. P. I. or by one of the senior-most officers of the department who preferably has had a good education or training abroad.

23. There should be a provision for the admission of selected meritorious

non-Anglo-Indian students in the Anglo-Indian secondary schools against a few free and half-free places provided by the Government.

24. The Anglo-Indian secondary schools may be encouraged to implement the diversified courses of studies.

25. The present rate of scholarship, awarded to the Anglo-Indian students on the basis of their parents' income is inadequate and steps should be taken to enhance it.

### CHAPTER III

#### *Administration and Supervision*]

1. Immediate rationalisation of the units of educational administration should be brought about to effect even distribution of the administrative work.

2. The size of the units of educational administration should be reduced so as to correspond with the proposed school district.

3. There should be judicious selection and appointment of adequately qualified persons for supervising a high or higher secondary school.

4. There should be a frequent interchange of duties between the subdivisinal education officers and the lecturers of teachers' training colleges.

5. Training programmes in educational administration, supervision and curriculum development should be instituted immediately.

6. A research wing should be created in the Directorate of education to work upon the feed-back data and problems relating to administration, supervision and evaluation of educational programmes.

7. One Assistant Director and one Deputy Director should be appointed immediately for dealing with all academic matters relating to secondary education.

8. All the bodies, statutory or otherwise, at present dealing with the different aspects of secondary education should be merged in an omnibus Board of secondary education, Bihar, which should

consist of the following wings:—organisation, examination, text-book and guidance.

9. For the purpose of maintaining better control over the administration, growth and planning of secondary education in the State, the Board of Secondary Education should set up subordinate school boards in each district or subdivision or smaller areas as the need be. In no case a school district should have more than 25 to 30 non-Government high and higher secondary schools including girls schools.

#### CHAPTER IV

##### *Curriculum*

1. The instructional programme in class VIII should essentially be a required programme for all pupils; electives should begin in class IX.

2. The three-language formula should be faithfully implemented in the case of students whose mother-tongue is Hindi. They should be required to study a south Indian language as their second language. The second Indian language or the national language (Hindi) should be taught from class III.

3. Student should be given the freedom to elect an extra optional subject of his choice which may prove helpful in shaping his career.

4. English should be taught as a compulsory subject from class IV.

5. Provision should be made for the teaching of English literature, one paper, as part of group 'A' (humanities and social sciences) in schools where provision exists for running English-medium classes.

6. The Institute of English, Bihar, should be adequately staffed. The institute should have the services of a consultant and a whole-time director as early as practicable.

7. The revised syllabi of English methods for the teachers' training schools and teachers' training colleges, as contained in Government notifications nos. 2924 and 2925, both dated the 4th September 1960, should be fully enforced.

8. The facilities for the training or retraining of teachers in the structural

approach to the teaching of English, now available with Institute of English, Bihar, should be put to maximum utilisation with a view to ensuring that at least one teacher in each training school and in each Government or non-Government secondary schools gets trained there to promote the teaching of English on right lines at every stage.

9. Physical education and military science should be taught as a compulsory subject in classes X and XI of the high and higher secondary schools.

10. This State should stick to the diversified courses and the curriculum of the high school should be made identical with that of the higher secondary school up to the highest class of the high school. This would mean that there should be only one syllabus, i. e., the higher secondary syllabus, comprising three parts (all the three parts to be used in higher secondary schools) of which first and second only should be taught in classes X and XI of high schools. For the benefit of the secondary school graduates who may like to join the XIIth class of the higher secondary school, instead of joining the pre-university class, the syllabus of class XII may be framed in such a way as to make it identical with the syllabus of the pre-university class.

11. The higher secondary syllabus should consist of a common core programme comprising the language and literature of the mother-tongue, a second Indian language, i. e., a south Indian language for students whose mother-tongue is Hindi, or the national language (Hindi) for students whose mother-tongue is not Hindi, social studies, general science or mathematics, and physical education and military science; and the following eight optional groups: humanities and social sciences, natural sciences, fine arts, crafts, commerce, agriculture, elementary engineering and home science. Everyday science and elementary mathematics should be redesignated as general science and mathematics respectively.

12. The stand taken by the State department of education in regard to non-inclusion of craft amongst the core-subjects at the higher secondary stage is vindicated. Craft including art (drawing)

should be compulsorily taught to all boys up to class IX. In classes VIII and IX girls should be taught domestic science, music and art (drawing) in place of craft including art (drawing).

13. Social studies should generally consist of history, geography and citizenship from class VIII.

14. A classical language should be taught compulsorily during classes VI to VIII and from class IX its study should be made optional.

15. The higher secondary school examination should be staggered to enable the students to take their final public examination in social studies, general science or mathematics, the second Indian language or the national language, and physical education and military science at the end of the eleventh year. This will leave the higher secondary students of class XII with the mother-tongue English, three electives and optional extra elective. The final school examination of the students of class XI of high schools will be the same as those of the student of higher secondary school in the subjects which the latter finish at the end of class XI.

16. Those who pass the secondary school examination may be allowed to take the higher secondary school examination as private candidates through a recognised higher secondary school in groups having no practical test.

17. Students of higher secondary schools should not be allowed to seek the opportunity of exercising option for appearing at the secondary school examination at the end of class X special (proposed class XI) which they have been exercising hitherto.

18. The syllabi of the pre-university class and the higher secondary school (3rd part) being similar, there should be only one examination body for both so that uniformity of standards may be maintained.

19. The syllabus of class VIII should be revised immediately so that the new syllabus is made available for introduction in January, 1964.

20. In order to produce a living curriculum every year after the publication of the results of the secondary and higher secondary examinations, a seminar of three to five days should be organised at the State level to review the syllabi and suggest improvements in the light of experience.

21. Courses committees for high schools and higher secondary schools should be the same as the syllabi for both are going to be the same.

22. For the successful implementation of the revised courses of studies, the high schools may be required to procure certain additional equipments and to appoint a few teachers holding honours or master's degree and to have their present graduate teachers obtain a special diploma to qualify for teaching at the higher secondary level. This special diploma of one academic session should cover thorough and latest knowledge of the newer contents of the higher secondary syllabus and should, at the same time, correspond in standard to the honours degree or the fifth year post-graduate course in the subject as far as possible. This special diploma should be instituted immediately in all the universities of this State.

23. Arrangement should also be made to train the existing graduate teachers through six-week short courses in subject contents so that they may be able to handle the new syllabus properly.

24. The syllabi of agriculture, elementary engineering, commerce and home science should be immediately rationalised.

25. Hand-made paper industry should be included as a craft subject in the higher secondary syllabus under the craft group and its teaching should be started in some of the schools.

26. Remedial measures should be applied to students indulging in the acts of indiscipline.

27. Nothing should be taught in educational institutions which conflicts with the religious convictions and beliefs of individuals. Some sort of moral instruction should be imparted to the students.

28. Participation in games and sports should be required activities in schools and all students who are physically fit must actively participate in them. In the case of day scholars attending the school from a longer distance, sports equipments should be distributed among them, if their number be adequate to organise a game and if facilities of playing fields be available in the localities from where they come.

29. All students should be encouraged to take part in co-curricular activities, such as, debating competition, literary activities, organisation of cultural activities, observance of community life, etc. Pupils should be trained in the democratic way of life. Co-curricular activities should be sponsored and handled by the class councils and school parliament under the guidance of teachers.

30. Students' participation in the administration of finances relating to the co-curricular activities should be encouraged, invited and appreciated.

31. All able-bodied boys and girls should be given a chance to enrol themselves in the N. C. C. or the A. C. C. at the secondary stage.

32. The responsibility of preparation and production of text-books, prescription and recommendation of text-books or reference books as are not produced, and text-book research should be assigned to the text-book wing of the reorganised Board of Secondary Education.

33. Good text-books should be allowed to continue as long as they are not replaced by better ones.

## CHAPTER V

### *Methods of Teaching*

1. Schools should be encouraged to employ as many professionally trained teachers as may be available to them.

2. The head of the institution should take care to induct the new teachers in such a way that they are able to identify the goal, which the institution and the members of the teaching staff have set before themselves, and work towards its attainment. It should be the responsibility

of the head teacher and other senior professionally trained teachers to discuss the programmes offered by the school with the new members of the staff. They should also give demonstration of the teaching techniques with a view to initiating the new members in the art of teaching, if they happen to be fresh from the university.

3. The head teacher should organise horizontal and vertical staff meetings, if the number of teachers handling different subjects is large.

4. Efforts should be made to bring team-teaching into effect. The services of a good teacher or of specialist teacher should be utilised for educating and re-orienting other teachers.

5. Efforts should be made to encourage developmental reading—for effective improvement in reading skills; functional reading—for helping the pupils in the skill of obtaining information; and recreational reading—for developing appreciation and taste.

6. In learning the language of the mother-tongue, care should be taken to teach it in life's real situation.

7. Teaching of the second language or the foreign language should aim at the development of the following skills :—

- (a) understanding the spoken language,
- (b) speaking it,
- (c) reading it, and
- (d) finally, writing it.

8. In teaching non-language subjects, activity methods should be used. The problem solving method also can be applied in teaching non-language subjects and, at times, it may be suitably applied in learning languages.

9. A small annual levy per student by the school to improve the school library is recommended. The money realised from this levy, however, should not be diverted to any other purpose.

10. In order to provide whole-time work to the school librarian, the school library should not have less than 5,000 useful books.



11. Class-room should have a class library according to the requirements of the age-group that it serves. The class teacher should be the custodian of the class library and should maintain it with the assistance of his students. Maintenance of the records of all library—central, subject and class should be the ultimate responsibility of the librarian whether he works on a whole-time or part-time basis. The school library should be located in an airy and well-lighted spacious room so that it may be used as a reading room.

12. At least one period per week should be earmarked in the school timetable for the purpose of supervised reading.

13. The text-book wing of the reorganised board of secondary education should produce reading material suited to the different age-groups of students.

## CHAPTER VI

### *Evaluation and Guidance*

#### (a) *Evaluation* :

1. A public examination at the end of the middle/basic stage, i.e., class VII of middle and basic schools should be re-started immediately and the unit of organisation for this examination should be the district. When more financial resources are available and class VIII comes to form part of elementary education in the State, the public examination may be held at the end of class VIII instead of class VII.

2. The system of internal assessment, as enforced at present, should be abolished immediately without losing any more time and the examinees at the secondary school and higher secondary school examinations should be examined in full marks allotted to each paper.

3. Correction of written work of the pupils should be done and weekly or monthly tests should be held in the manner in which this was done prior to the introduction of internal assessment. The system of tutorial classes for giving individual attention to the student's problem and for correction of written work may be tried wherever feasible.

4. Since the principles underlying internal assessment are sound, schools should be given the freedom of experimenting with the system of assessment outside the framework of the secondary school or higher secondary school examination.

5. Before the students take final public examination, a series of tests should be administered to them. These tests should be comprehensive in nature and should train them in giving them best kind of their attainments. These tests should be less time-consuming and should be a combination of easy and objective types of tests.

6. The State bureau of examination research [or the examination (research) wing of the reorganised Board of Secondary Education] should prepare tests. The bureau should train a number of subject-teachers by holding short courses so that the new types of tests may be prepared by them and extensively used during the internal examinations.

7. The holes in the organisational set-up of the examinations should be plugged in such a way as to render leakage of the name of the examiners, head examiners, and tabulators impossible.

8. To prevent the occurrence of any unsocial acts during the examinations, the public law should be re-enforced and the hands of the administration strengthened in such a way as to bring the law-breakers to book.

9. With a view to developing auditory comprehension and expression in speech, oral tests may be administered in English to students reading in classes VI and VII at least once in each school term.

#### (b) *Guidance* :

10. The diploma course in educational and vocational guidance of one academic session should be immediately started in the present bureau of educational and vocational guidance (or the guidance wing of the reorganised board of secondary education). Each of the trainees should be awarded a stipend of Rs. 50 only.

11. The pay-scales of the counsellors, statistician and social worker working in

the State bureau should be upgraded to Class II of the Bihar Educational Service to avoid outflow of talents from the department of education.

12. The short training course for teacher-counsellors should be revived and necessary funds for running the course be provided in the State budget.

13. For the successful conduct of the two training programmes and research in testing, an additional post of counsellor should be created for the guidance bureau in Class II of the Bihar Educational Service.

14. Other non-Government multi-purpose schools should be gradually required to appoint one whole-time school counsellor as the outturn of trained persons progresses. As teacher-counsellors are gradually replaced by school counsellors, the services of the former should be placed at the disposal of the high and higher secondary schools having no such person on their staff.

15. For better supervision and professional leadership, the post of the regional supervisor for guidance service should be created in Class II of the Bihar Educational Service along with adequate hands at each of the present divisional headquarters.

16. All heads of secondary schools should be orientated in guidance work through short courses organised at the district or subdivisional level.

17. A well-equipped guidance laboratory should be built up in each of the schools having the services of a school counsellor.

18. A trained whole-time counsellor should get the same salary-scale in non-Government multipurpose higher secondary school that is admissible to the trained holders of honours or master's degree. A teacher-counsellor, besides getting the salary-scale according to his educational qualification, should get an additional pay of Rs. 20 a month.

19. A school having the services of either a teacher-counsellor or a school counsellor, should set aside one period per week in each class for guidance work.

## CHAPTER VII

### *Staffing*

1. For the successful implementation of the new syllabus, working hours should be increased in the secondary schools in the manner detailed in paragraph 1 of Chapter VII. No teaching period should be of less than 40 and 35 minutes' duration in the day and morning sittings respectively.

2. The normal teaching load of a teacher should be 30 out of 42 periods and 32 out of 44 periods in a week. During the leisure hours, a teacher should correct the written exercises of students, and prepare lessons for the next period or use the library.

3. The head of the institution should allot twelve teaching periods a week to himself. The assistant head of the institution should be required to take 18 classes in a week. Except in very exceptional circumstances, there should be no delegation of teaching duties assigned to the principal/headmaster and vice-principal/assistant headmaster.

4. Schools with lesser enrolment should be merged with other such school or schools to form bigger units for effecting economy, better organisation and instructional facilities.

5. Only such south Indian language teachers should be appointed to teach a south Indian language who, apart from having studied it as their mother-tongue, have a working knowledge of Hindi, not to mention English.

6. The State Government should seek the co-operation of its south Indian counterparts in the procurement of such triangually equipped teachers to accept jobs in the secondary schools.

7. No person holding less than a bachelor's degree should be appointed in a high or higher secondary school. No school should appoint a person holding a master's degree in a subject not offered by the school. Efforts should be made to appoint persons with a cross-section of different combinations at their degree stage so that different subjects may be covered under an efficient and economic manner. The minimum number of trained

graduates to be recruited in a boys' high school should be raised to at least three.

8. The present six-weeks' short training course in general methods for graduate teachers of high and middle schools having at least five years of teaching experience may, however, continue for a few years more till the outturn of trained graduates from the teachers' training colleges covers the requirements of trained graduates or post-graduates in high and higher secondary schools. Till the end of the current third plan, the provision for the short training course trained graduates to take the diploma in education examination as private candidates should continue even after the end of the third plan, the short training course may continue for the purpose of orienting and even reorienting teachers in the latest methods of instruction, and educational theory and practices, but the provision for private candidates to take the diploma in education examination may be dropped.

9. The present salary-scales of teachers working in the non-Government secondary schools should be revised according to suggestions made in paragraph 13 of Chapter VII.

10 Preparatory classes to impart competent collective coaching to pupils should be organised by schools on their own initiative, and additional payment may be made to the teachers concerned through the schools from the funds accruing from the additional fees that may be levied in such classes.

11. The triple benefit scheme should be instituted at an early date and all teachers of secondary schools should be made eligible for the benefits accruing from it.

12. A separate commission for recruitment of secondary school teachers, whose initial salary is Rs. 150 or above, should be set up.

13. A suitable recurring grant should be sanctioned to the Bihar Secondary Teachers' Association for undertaking constructive professional or educational or research work and all inspecting officers

and all officers of the education department should be encouraged to keep regular contact in educational and administrative matters, with the association.

## CHAPTER VIII.

### *Finances.*

1 For the success of the institution of democracy, adequate funds must be found out for building well-equipped and efficient schools. For the successful implementation of the new syllabus, adequate number of well-educated and professionally trained teaching and administrative personnel have to be found out, additional class-rooms and laboratories have to be constructed and provided with adequate equipments, and research has to be conducted in the field of curriculum, supervision, evaluation, guidance and text-book. For all these, adequate financial investment is an absolute necessity.

2. The existing distinction and disparity in the matter of grant-in-aid between institutions recognised up to March, 1939 and schools recognised after that date must be done away with.

3. The different types of recurring grants should be amalgamated and the budget provision suitably augmented to meet the entire deficit of such non-Government schools which join the proposed school district. Schools which refuse to place their management under the school board, should not be given the full amount of the deficit.

4. There should be only one grant-giving authority, namely, the Board of Secondary Education and all grants must be channelled through it.

5. To enable salaries of teachers being enhanced, the tuition fees in secondary schools should be raised suitably.

6. While a suitable increase in the allocation of funds for secondary education in the State budget is recommended, the need for levying agricultural and industrial cess for meeting the increasing cost on secondary education is also stressed.

## APPENDICES

## Appendix A

No. II/C-5-02/61-E.—3405

GOVERNMENT OF BIHAR

EDUCATION DEPARTMENT

## RESOLUTION

*The 30th August 1961*

SUBJECT.—Establishment of the Bihar State Secondary Education Committee.

The Government of India had, a few years back, appointed a Secondary Education Commission and some of their recommendations have been implemented by the State Government, either in the original or in a slightly modified form, and some have not been implemented as yet.

2. During the time-lag between their recommendations and now conditions relating to the Secondary Education have changed considerably and new problems have emerged. The State Government have, therefore, decided to constitute a Committee called the "Bihar State Secondary Education Committee" to examine the prevailing system of Secondary Education in the State in all its aspects and to suggest measures for its reorganisation and improvement in the light of the experience gained. This Committee may consider those recommendations of the Secondary Education Commission which have not yet been implemented but they need not be guided solely by the recommendations of the Commission. Considering all aspects of Secondary Education they should suggest any measures which, in their opinion, would lead to real improvement. In addition, the Committee shall deal with the following items in particular :—

(1) To review the condition of Higher Secondary and Multipurpose Schools and the general standard of attainment of their pupils. Secondary Schools are, at present, recognised only as Higher Secondary/Multipurpose School and to suggest

whether recognition should be given to High Schools along with Higher Secondary/Multipurpose Schools.

- (2) To review the syllabus prescribed for Secondary School Examination and the Higher Secondary School Examination and to suggest suitable changes in the light of experiences gained.
- (3) To review the system of assessment, its flaws and abuses and to suggest whether the system should be given up or it should be tried in a modified form.
- (4) To review the policy to be followed with regard to the preparation, publication and sale of text-books and to suggest ways and means for improving their quality.
- (5) To suggest ways and means for bringing in improvement in the standard of teaching and for provision of better buildings, furniture and equipments, to suggest the maximum number of classes to be taken by a teacher in a week and the leisure to be allowed to him and to devise ways and means for providing individual attention to students by teachers and for introducing the system of examining the written work of students by teachers.
- (6) To review the existing scales of pay, dearness allowance and other conditions of service of teachers and to suggest improvements consistent with the availability of funds.
- (7) To review the extra-curricular activities, the scout movement, the N.C.C., the A.C.C., etc., prevailing in schools and to find out how far they have been able to promote discipline. To suggest any other measures for promoting discipline among students and the teaching staff and the advisability of giving religious and moral instruction to students with a view to improving the standard of discipline.
- (8) To review the working and the achievement of the Bureau of Educational and Vocational Guidance

and to suggest improvement in the working of the Bureau.

- (9) To review the working of the Residential School at Netarhat and the policy to be followed in regard to the opening of more public schools of the residential or non-residential types.
- (10) To suggest the policy to be followed with regard to—
  - (i) Anglo-Indian Schools.
  - (ii) Miscellaneous Physical Education, Co-education, etc.

3. The Bihar State Secondary Education Committee shall consist of the following members—

- (1) Shri Harinath Mishra,  
M.L.A.—*Chairman*.
- (2) Shri Gorakh Nath  
Sinha, Director, A.N.  
Sinha Institute of  
Social Studies, Patna.—  
*Member*.
- (3) The Director of Public  
Instruction, Bihar.—  
*Exofficio Member*.
- (4) to (6) Three non-official  
educationists to be  
nominated by the  
State Government.—  
*Members*.
- (7) The Joint Director of  
Education (Training),  
Bihar.—*Exofficio*  
*Secretary*.

4. The Bihar State Secondary Education Committee is requested to submit its report within four months from the date it starts functioning.

5. The Committee shall be assisted by a Departmental Committee consisting of the officers of the Education Department.

6. The State Government have also decided to sanction some temporary clerical and grade IV staff for four months only in the first instance, for the office of the Bihar State Secondary Education Committee. Government orders to this effect will issue separately.

7. The Chairman and the other non-official members of the Bihar State Secondary Education Committee shall not be paid any salary. They shall, however, be

entitled to draw travelling allowance at the rates admissible to Class I officers of the State Government and halting allowance at the rate of Rs. 7 for each night's halt. When any meeting of the committee is held at the place where the State Legislature is also in session, the members of the State Legislature working on this Committee will not be entitled to any travelling and halting allowances.

ORDER.—Ordered that the Resolution be published in the *Bihar Gazette* and the members of the Committee and the Accountant-General, Bihar, be informed.

By order of the Governor of Bihar,

S. SAHAY,

*Secretary to Government.*

### Appendix B

No. II/C5-02/61-E.—4380

### GOVERNMENT OF BIHAR

#### EDUCATION DEPARTMENT

*The 23rd November 1961*

In pursuance of Government Resolution no. II/C5-C2/61-E.—3405, dated the 30th August 1961, the following non-official educationists are appointed to be members of the Bihar State Secondary Education Committee on the terms and conditions prescribed in the Government Resolution itself :—

- (1) Rev. Father G. E. Murphy, Principal,  
St. Xavier's School, Patna.
- (2) Shri Nageshwar Singh, Principal,  
S. K. M. Multi-purpose School,  
Mokameh (Patna).
- (3) Shri Rama Kant Jha, M. L. A.,  
Ramkrishna College, Madhubani  
(Darbhanga).

By order of the Governor of Bihar,

K. M. ZUBERI,

*Deputy Secretary to Government.*

**Appendix C**

No. II/C5-02/61 E—1113

GOVERNMENT OF BIHAR  
EDUCATION DEPARTMENT.**NOTIFICATION***The 25th April 1962*

The State Government have been pleased to extend the term of office of the Bihar State Secondary Education Committee, constituted in Government Resolution no. 3405, dated the 30th August 1961, and notification no. 4380, dated the 23rd November 1961, for a period of one year with effect from the 25th January 1962 and to direct that it should submit its report within this period.

By order of the Governor of Bihar,  
S. NATH,  
*Under-Secretary to Government.*

**Appendix D**

No. II/C5-02/61-E.—1362.

GOVERNMENT OF BIHAR.  
EDUCATION DEPARTMENT.**NOTIFICATION***The 23rd May 1962*

Shri Zawar Hussain is appointed Chairman, with effect from the 5th April 1962, of the Bihar State Secondary Education Committee constituted in Government Resolution no. II/C5-02/61-E—3405, dated the 30th August 1961, vice Shri Harinath Mishra.

By order of the Governor of Bihar,  
K. M. ZUBERI,  
*Deputy Secretary to Government.*

**Appendix E.**THE BIHAR STATE SECONDARY  
EDUCATION COMMITTEE**QUESTIONNAIRE**

The questionnaire covers a wide field of enquiry and it is not intended that all those who are pleased to send replies should necessarily answer every question.

Correspondents are requested to favour the Committee with their views and suggestions on items in which they are particularly interested or concerned, or of which they have special knowledge. The questionnaire is divided into eight sections. The number of the section and the item to which the answer or memorandum relates may please be clearly indicated in each case. Replies in English or in any modern Indian language, written on the blank spaces opposite to the questions or on separate sheets, may please be sent to the Joint Director of Education (Training), Bihar, and Secretary, Bihar State Secondary Education Committee, Secretariat Annexe, Patna-1, within three weeks of the receipt of the questionnaire. Correspondents are requested to give their full names, designations and addresses at the end of their replies.

2. If there are any points, not covered by the questionnaire, on which the correspondent desires to place his/her views before the Committee, the Committee will greatly appreciate the expression of such views by way of a supplement.

**I. AIMS AND OBJECTIVES**

1. The existing pattern of secondary education in Bihar which is based broadly on the recommendations of the Secondary Education Commission, 1953, seeks to achieve a number of aims. Some of them may be stated as follows :—

- (a) To prepare suitable students for higher education ;
- (b) To be a complete and terminal education by itself for most of the students ;
- (c) To promote formation of correct habits and attitudes and a broad outlook ;
- (d) To develop qualities of character in students with a view to enabling them to function properly and effectively as enlightened citizens of a democratic society ;
- (e) To develop the faculty of thinking and judging for oneself and taking worth-while decisions ;
- (f) To promote an all-round development of the student's personality ;

- (g) To develop practical efficiency and vocational bias in students ;
- (h) To promote interest in liberal arts, literature and cultural activities ;
- (i) To enable each student to prepare for life suitably according to his or her own aptitude and capacity ;
- (j) To develop in the students a sense of true patriotism which would imply (i) a sincere appreciation of all that is good in our country and people, (ii) willingness to recognise the weaknesses we suffer from and adopt measures for their eradication, (iii) resolve to serve it to the best of their ability by subordinating individual interest to the larger interest of the country, (iv) a realization that our country is a member of ONE WORLD and can live happily only with other co-members ;
- (k) To equip educated young people completing the secondary education with the necessary technical knowledge and skill that may help them in producing standard finished goods and thus increase the national wealth and general standard of living ;
- (l) To prepare personnel for the execution of the various schemes of national development as well as leaders at village, circle, district and such other intermediate levels.
- (i) Do you accept one or more of these aims as correct ?
- (ii) If so, which of these aims have, in your opinion, been realised fully or partially, and which ones have not been realised at all ?
- (iii) If you think that secondary education in this State has failed to realise any or all of these aims, or any other desirable aims, to what causes do you attribute such failure ?

2. Do you think that in view of the social, economic, political and other changes that have taken place in the country since the Secondary Education Commission made

their recommendations in 1953, some of which have been implemented, it is necessary to modify or alter in any way or to reorientate the generally accepted aims and objectives, as outlined above, or to formulate any fresh aims of secondary education ? If so, please make specific suggestions.

3. (a) Do you consider it desirable and practicable to retain the specialised objectives of secondary education as indicated above, or would you emphasise the development of general intelligence and ability which can be the basis for specialised orientation and training according to the sphere of life and responsibilities in which the adolescent is placed ?

(b) Do you consider it practicable to achieve at the secondary stage the target of education complete for practical life without circumscribing the general and plastic ability of students ?

## II. ORGANISATION

1. In the existing organisational pattern of education we have the following stages:—

- (a) Elementary or Basic—Grades I to VII (Middle) or VIII (Basic),
- (b) Secondary (four years)—Grades VIII to XI,
- (c) Higher Secondary (five years)—Grades VIII to XI (Spl.).

Several high/higher secondary schools maintain also grades VI and VII along with the higher classes. In case, you like to make any change in the pattern, please give your suggestions.

2. How would you integrate the secondary school with the elementary school on the one hand and with the university on the other ?

3. (a) Should there be vocational, technical and trade schools for those whom academic courses do not suit ?

(b) If so, what should be the organisational set-up of these schools ?

4. Should these schools be controlled by the Education Department ?

5. Should there be a competitive entrance test for admission to class VIII of a high or a higher secondary school? What should be the subjects and the distribution of marks for them in that test? Should the test not contain separate papers for Mathematics and Everyday Science or a combined paper of both?

6. Do you feel that there should be age-limits for admission at different stages? If so, please give your suggestions.

7. What measures would you suggest to check undesirable rush to the universities?

8. Do you favour co-education at the secondary stage? If not, why?

9. Should women teachers be employed in co-educational schools where boys predominate?

10. Do you think boys and girls in a co-educational institution will have better adjustment in life?

11. Would you advocate joint participation of boys and girls at secondary school stage in recreational and cultural activities? If so, what practical measures would you recommend to ensure that such participation is healthy and useful as well as popular?

12. Would you suggest a few important measures of your choice which can help to make co-education more acceptable to the public?

13. What should be the equivalence of classes of a high school with those of a higher secondary schools?

14. The determination of the size of a school and of a class may be related to factors like the following:—

- (i) Individual attention, tutorial efficiency and intensity, and classroom techniques,
- (ii) Class discipline,
- (iii) Requirements of diversified courses vis-a-vis the aptitude of students, and of differentiated curricula for the more gifted ones,

(iv) Provision of adequate/qualified/specialised/optimum staff,

(v) Administrative effectiveness and organisational soundness responsive to the growth of students,

(vi) Financial needs of the school, and

(vii) Financial resources of the State.

(a) In this context, what in your opinion, should be the maximum size of (i) a high, (ii) a higher secondary and (iii) a multi-purpose school and what should be the maximum number of students in a class or section of such institutions?

(b) If you favour a small school, say with enrolment less than 600 in rural and 1,000 in semi-urban or urban areas, how would you finance the overheads and the cost of small classes?

15. Are you in favour of or against running high or higher secondary schools in shifts? If yes, please suggest timings. If no, please give reasons, keeping in view the limited financial resources of the State.

16. (a) Do you favour the opening of evening schools in urban and industrial areas?

(b) Should these be of the same pattern as day schools? If no, what should be the difference?

17. When should the academic year begin? Should it be divided into terms or sessions? If so, please suggest the number of terms or sessions in an academic year and their duration.

18. (a) Do you feel the number of holidays in schools is more than necessary?

(b) What number would you suggest?

(c) What do you favour, long vacations or short-term holidays?

(d) What is the annual average number of working days of the school lost on account of the holding of various kinds of non-internal examinations on the school premises? How can this loss be compensated?



19. In which directions, would you make improvements in the organisation of government schools? Please give concrete suggestions.

20. Should all the government schools be run as residential schools?

21. What features of public schools, or residential schools, as known to you, can be profitably introduced into secondary schools?

22. Are you satisfied with the conditions in the school hostels? What are the shortcomings? Suggest remedial measures.

23. (a) What are your suggestions for improving the provision for medical care of pupils at the secondary stage?

(b) How would you improve the school health service in the State?  
(Please see also Q. 66 under Curriculum.)

24. How far has the Residential School at Netarhat been able to achieve the objects for which it was established?

25. (a) After considerable expenditure over it, was it, in your opinion, desirable to run the Residential School, Netarhat, as an ordinary multi-purpose school? Do you consider this an adequate realisation of the aims and objectives for which the school was started?

(b) Should this school also go in for the Indian School Certificate Examination which is going to replace the Cambridge Syndicate Examinations from 1963?

26. Which of its special features do you appreciate? What has been its special contribution in the field of secondary education in the State?

27. Has the isolated location of the Residential School, Netarhat, affected adversely the education of the pupils there? If so, please give your views about its possible better location and the advantages that may accrue from that.

28. Is the high living of the pupils in the school there conducive to their proper adjustment in life?

29. Is it desirable to have Residential or Public Schools at similar cost or should the pupils be required to bear their costs?

30. Since the students admitted to the Netarhat School are all selected on merit, should not education there be made free to all?

31. Would you suggest any modification in the present system of selection for admission to the Netarhat School?

32. Given the same advantages, could not many other schools run by non-government agencies achieve the same or even better result than what the Netarhat School has been able to do?

33. How does it, in your opinion, compare with the other leading Residential or Public Schools in the country?

34. Would you favour the establishment of a girls' residential school in this State? If so, should it be owned and managed or only subsidised by the State? Should it have both the primary wing and the higher secondary wing or only the latter? What should be the pattern of its organisation?

35. (a) What are the good features of Anglo-Indian Schools that you consider worthy of imitation? Which of these have attracted its non-Anglo-Indian clientele most?

(b) What is the contribution of these schools to the general advancement of education in the country?

36. How far have the Anglo-Indian Schools been able to absorb the significant features of *Nayee Taleem*?

37. What is the position of teaching modern Indian language in these schools? Please suggest improvements you consider necessary.

38. Should the inspection of Anglo-Indian Schools be entrusted to the inspecting officers of the Education Department at different levels in the same way as that of other schools? If yes, why? If not, why not?

39. What modifications in the set-up and working of Anglo-Indian Schools would you suggest with a view to improving them as instruments of education in a democratic State?

40. Do you consider that popular interest or demand with respect to English-medium schools has grown since independence? If so, what steps would you suggest to meet this situation?

### III. ADMINISTRATION AND SUPERVISION.

1. Should secondary education be the responsibility of—

- (i) State Government,
- (ii) Local bodies,
- (iii) private agencies?

What are the reasons in support of your statement?

2. Should all the secondary schools be managed by the public or by the State?

- (a) Should both these types of schools exist side by side?
- (b) Should the establishment of more and more non-government schools be encouraged and be given wide autonomy in the construction of the syllabus and the raising of resources?

3. (a) Are you satisfied with the way of State-subsidised high schools managed at present?

(b) If no, please suggest measures for improvement especially with regard to meeting their financial liabilities, appointment and control of staff, and ensuring local interest and initiative in running the schools.

4. Do you feel that the schools run by organised private agencies, such as missions, societies and trusts, etc., whether denominational or non-denominational, are better managed and are, therefore, doing better service in the field of education? If so, please state your views on them and indicate how their best features can be assimilated in other schools.

5. Please suggest measures to improve the management of schools which are managed inefficiently.

6. In case of serious mismanagement and violation of rules and departmental orders by the managing committees, what remedies would you suggest?

- (a) Suspension and dissolution of the committee?

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(b) Removal of an office-bearer or a member?

(c) Formation of *ad hoc* committee?

(d) Reconstitution of the committee?

(e) Withdrawal of the grants of the school?

(f) Withdrawal of the recognition of the school?

7. How many members should a managing committee have?

8. Should any educational and other qualification be prescribed for the membership of a managing committee?

9. Are you in favour of the nomination of officials to the managing committees? If so, please suggest the officials you would like to have on the committees.

10. Should the management of high or higher secondary schools be made over to block development committees or gram panchayats?

11. Would you favour the formation of district education planning committees for secondary schools as well on the pattern of those for primary education?

12. (a) Should there be the same pattern of managing committees for schools in backward, rural and urban areas? If not, in what respect would you like them to differ from each other?

(b) What should be the constitution of the managing committees of the State-subsidised schools?

13. What autonomy should be given to the managing committees in the management of the affairs of schools?

14. Do you consider it desirable and useful that the universities, large government departments and business firms who admit or employ students passing from secondary schools, should be provided with opportunities for expressing their views about the secondary school products?

15. Would you, in this connection, like the system of a few schools being sponsored or adopted by colleges for the sake of academic inspiration and guidance without involving any administrative interference?

16. (a) Are the existing conditions laid down for the recognition of high and higher secondary schools adequate?

(b) Should recognition for teaching physical and natural sciences or vocational subjects be given separately?

17. Should there be the same set of conditions for the recognition of schools in backward, rural and urban areas? If no, suggest special conditions for the schools situated in each such area.

18. What should be the requirements of a high and a higher secondary school in—

- (a) land,
- (b) funds (reserve and general),
- (c) building,
- (d) library,
- (e) staff,
- (f) equipments for teaching different subjects, including physical and natural sciences and vocational subjects,
- (g) residential quarters for teachers?

19. Should there be relaxation in the conditions for the recognition of girls' high/higher secondary schools? If so, to what extent?

20. (a) Is it necessary to form special boards for examining conditions for the recognition of secondary schools?

(b) What should be the constitution and strength of such boards?

21. (a) Do you feel satisfied with the inspection done by special boards? Please state your views making suggestions, if any, for improvement.

(b) Should there be any charge for the inspection of a proposed school by a special board? Should any honorarium be paid to the latter for their work?

22. Should schools, now, be recognised as higher secondary schools only or as high schools too? Please give your views both regarding boys' and girls' schools.

23. Suggest the specific powers which should be vested in the head of the secondary school to enable him to have better control over the institution in maintaining discipline among students and teachers and in the utilisation of school funds?

24. What steps do you suggest to ensure that the managing committees

do not interfere with the internal administration of the institutions?

25. Do you not agree that the heads of schools should have full say in the internal administration of their institutions subject only to departmental guidance?

26. How would you like the idea of converting some of the good schools into experimental schools or encouraging the setting up of new ones of the type? What should be the guiding criteria for these schools to function differently from other schools?

27. Should these schools be released from ordinary departmental control? If so, to what extent?

28. How far would you consider the establishment of semi-residential tutorial schools, charging a rate of fees which can enable the size of a class to be limited to 25 students and to pay the teachers a scale of salaries which compensate fully for the loss of income from private tuition feasible? What kind of help or subsidy should such schools expect?

29. What should be the qualifications for the inspecting staff meant for the supervision of secondary schools?

(a) Teaching experience in a secondary school?

(b) Degree or Diploma in education?

(c) Special training in educational administration?

(d) Any other qualifications?

30. What should be the organisational pattern of the inspectorate for secondary education?

31. What should be the maximum number of high and higher secondary schools that can be entrusted to an inspecting officer for effective supervision?

32. Is the present inspection of the schools purposive and effective? If not, what are your suggestions for its improvement?

33. Should there be teams of subject specialists at district or divisional level to guide the schools in organising the teaching of the subjects? Should these be *ad hoc* teams of selected teachers?

34. Do you favour regular interchange between inspecting and teaching staff?

If so, suggest details. Should this cover non-government institutions also?

35. Are the suggestions given by the inspecting officers complied with by the school authority? If not, what measures would you suggest to ensure compliance?

36. What should be the relation between the inspectorate and the managing committees of non-government schools? Are you satisfied with the existing relationship?

37. Will you favour the idea of vesting the district education officers with more powers to deal with the managing committees which violate departmental instructions? If so, give definite suggestions. If no, why?

38. Should there be separate women officers for girls' education?

39. In view of the increasing dimensions of secondary education, do you consider it necessary to reorganise (a) the inspectorate, (b) the Bihar School Examination Board, and (c) the Board of Secondary Education, Bihar? If so, please give your suggestions about each separately.

40. Do you suggest any change in the present system of exercise of control by the Education Department over the managing committees of high and higher secondary schools?

41. (a) Should there be a research wing attached to the department of education to promote research in the problems arising in the field?

(b) What should be its composition and function?

42. Some of the important factors in the administration of non-government secondary schools at present are—

(i) the State's increasing financial assistance,

(ii) departmental nominations to managing committees, and

(iii) regulation of appointment and service conditions of staff.

(a) Do these encourage the interest and initiative of the local community in the promotion of secondary education?

(b) Do you consider such increasing governmental control conducive to the growth of democracy?

#### IV. CURRICULUM

1. Do you consider that the curricula as drawn at present for high and higher secondary schools are heavy/adequate/comprehensive/light for the students for whom they are meant? Is the present work-load in each subject of the higher secondary course uniform?

(a) high schools;

(b) higher secondary schools.

2. Does the curriculum meet the psychological and emotional needs of the students for whom it is meant? Is it satisfying to the adolescents?

3. Does it have enough scope for the development of correct social attitudes in students, specially with respect to emotional integration?

4. What subjects would you like to be taught in high and higher secondary schools as compulsory subjects? Up to class XI (Spl.)? Up to class X (Spl.) only? Up to any lower class?

5. At what stage should diversification commence? Please state what you consider the right age and the right class for this.

6. What have been the failings of diversified courses? Enlist a few.

7. Are you satisfied with the existing syllabi for everyday science, physical and natural sciences and vocational subjects? If not, please make definite suggestions for improvement. (Please see also Q. 21 below.)

8. Are you satisfied with the syllabi prescribed for higher secondary schools? If not, what improvements would you suggest in the syllabus for each core and elective subject other than those mentioned in question 7 above?

9. What measures do you suggest for the higher education of pupils coming out of higher secondary schools with vocational subject-groups?

(i) Should they be straightway admitted to a technical or professional college?

(ii) Should there be a pre-technical or pre-vocational class for them?

(iii) Should they be admitted on the basis of competitive entrance tests to

be held by the college to which they seek entrance ?

10. What place should crafts have in the scheme of secondary education ?

11. Would you favour every secondary school teaching at least one craft as a core subject ?

12. What modifications in the agriculture syllabus would you suggest for those who study agriculture in higher secondary schools so that they may be eligible for admission to the agricultural colleges in Bihar ?

13. What modifications in the engineering syllabus would you suggest for those at the higher secondary school stage who want to go in for higher education in engineering ?

14. Do you feel there is any recognisable gap between the curricula of the primary and the higher secondary stages which hampers the continuity of studies and retards the progress of pupils ? If so, what are your suggestions to fill up the gap or gaps ?

15. Do you feel that there are overlaps or unnecessary repetitions in the courses of study of certain subjects which may well be eliminated in the interest of economy ? Please enlist your suggestions for each subject on a separate sheet of paper.

16. Do you think that even in the same class the units in different subjects are so integrated as to be of mutual help in learning them ?

or

Do you consider that this integration has not been achieved and should be brought about ?

17. To meet the needs of students of different levels of intelligence in the secondary schools do you consider that :

(a) There should be different curricula for the gifted and the average pupils ;

or

(b) the same curriculum be done more intensively with the gifted and less intensively with the pupils of average merit ;

or

(c) the teaching process need not be made more complex and that each

student should be allowed to find and work out his own level of differential attainments ?

18. Do you propose for those entering universities and for those taking to vocations after completing their secondary school course :

(a) separate curricula,

(b) or the same curriculum but higher score requirements for their entering university ?

19. Should there be complete parity or identity in the contents of the syllabi of the corresponding classes of a high school and a higher secondary school, such as, between the syllabi of class X of a high school and class IX (Spl.) of a higher secondary school ? If so, up to which class ?

20. Should there be the same curriculum for the final class of the higher secondary as that for the pre-university or *vice versa* ? Please give reasons for your suggestions.

21. Do you consider it desirable to continue social studies and everyday science in the regular curriculum or would you prefer them to form part of the methods to foster the general knowledge of the students ? (Please see also Q. 7 above.)

22. (a) Do you advocate any change in the system of teaching three languages compulsorily at the secondary stage as approved by the State Government in resolution no. 3572-E., dated the 25th September, 1958 ?

(b) In which grade should the teaching of the second Indian language commence ?

(c) What should be the position of classical languages in the secondary curriculum ?

(d) What is the utility of the study of a classical language as the extra tenth subject for the secondary and higher secondary examinations ?

(e) Are you in favour of making English compulsory for all pupils and in all classes ? In what class should the teaching of English commence ?

23. Is the existing curriculum—

(i) related to community life,

(ii) designed to train students in utilising their leisure hours profitably,

(iii) capable of developing a sense of broad patriotism in the pupils,

(iv) suitable for creating sense of curiosity and a desire for knowledge?

What are your suggestions for improvement?

24. The existing curricula for high and higher secondary schools do not provide for religious and moral instruction. Do you approve of the existing arrangement? If not, why?

25. Do you think that the absence of such instruction has been responsible for undermining discipline in the students? Please elucidate your answer.

26. If you want religious and moral instruction to be included in the curriculum, what should be the form of imparting it so that it does not in any way injure the religious susceptibilities of any section of society?

27. In what classes should this be imparted?

28. Should religious and moral instruction be included in the school timetable? How many periods a week do you recommend for this?

29. Should the methods of teaching religious and moral instruction be placed on the list of methods subjects at the teacher education institutions? (Please see Q. 5 under Staffing.)

30. Are you satisfied with the text-books prescribed for secondary school classes in different subjects? If not, please state their shortcomings.

31. Should the publication of text-books be nationalised or left to private publishers?

32. (a) Would you like the books on the various subjects to be specifically prescribed? Or, would you prefer the laying down of detailed syllabi and leave the selection of books to the heads of institutions?

(b) If the former, should there be only one text-book in a subject prescribed for the whole of the State or a number of them?

(c) If the latter, should the selection of books out of the prescribed list be left to the heads of schools and their teachers or to the inspecting officers, or to both?

(d) Would you, if the latter alternative is preferred, reserve the power for the department to black-list such books as do not conform to the standard but are sought to be pushed by selling pressure policy?

33. In case of nationalisation, would you suggest a high-powered committee or an autonomous corporation to ensure successful operation? What should be the composition and the functions of such a body?

34. In case of leaving the production of text-books to private agencies, what measures would you suggest to exercise effective control on them?

35. What should be the criteria for the selection of authors, reviewers and editors of manuscripts of the text-books?

36. Should there be a text-book research bureau? If so, what should be its composition?

37. What should be the functions of the text-book research bureau in the selection and production of text-books?

38. In case of having a text-book research bureau, is it necessary to have a separate text-book committee? If not, should they be amalgamated?

39. Do you consider it desirable to change the text-books every year or every two or three years? How long would you like a text-book to continue?

40. Do you think it necessary to lay down definite and clear criteria for the paper, type, illustrations and the format of the text-books?

41. What are your suggestions for the timely supply of text-books to students?

42. What are your suggestions for checking the publication and sale of spurious and unauthorised editions or reprints of text-books?

43. Is it necessary to provide notes for teachers on every text-book for the guidance of the teachers?

44. Should help-books and guide-books be approved for teachers?

45. Should there be complementary laboratory guide-books in subjects requiring practical work ?

46. Should supplementary books in different subjects be also approved for pupils ?

47. (a) Do you think that the cost of books incurred annually by guardians is heavy ?

(b) If so, what measures do you consider feasible for reducing this burden ?

(c) Do you approve of the text-books being different for a student as he is promoted from class to class or would you prefer some standard books to cover the syllabi for a number of classes ?

48. (a) What methods and kinds of books should be used for fostering the curiosity and expanding the general knowledge of students ?

(b) Would it be possible to transfer the contents of social studies and everyday science to rapid reading books and booklets to be made available through school libraries ?

49. Do you consider the existing facilities provided to schools for the training of N.C.C. and A.C.C. adequate ? If not, what are your own suggestions for improvement ?

50. Do you like N.C.C. and A.C.C. to be made compulsory for all pupils in the secondary schools ?

51. Has there been any definite improvement in the tone of schools and the discipline of the students as a result of N.C.C. and A.C.C. training ?

52. Should there be provision for N.C.C. and A.C.C. in the school timetable ?

53. If so, what time do you suggest suitable for it, (a) in the beginning of the school hours, (b) during the school hours, (c) after the school hours ?

54. If this training has to be given, do you think that provision of refreshments for cadets should be made ? If so, what should be the amount per cadet per parade day ?

55. Should boy scout and girl guide, junior red cross and ambulance brigade activities be also organised in the schools

even though N.C.C. and A.C.C. have been made compulsory ? What purpose will they serve ?

56. What is the place of scouting and guiding in the formation of character and development of the personality of the adolescent ?

57. Till such time as A.C.C. and N.C.C. are made compulsory, will it be advisable to make scout and girl guide training compulsory for those who are not enrolled for N.C.C. or A.C.C. ?

58. How far should the State encourage and to what extent should it control and finance scout and guide movement in the State ?

59. Do you think we should also introduce the national discipline scheme in secondary schools ? If so, please suggest a workable plan for its implementation.

60. Are the existing facilities for health and physical education in secondary schools adequate ? If not, what are the shortcomings ?

61. Many schools have no playground. What should be done to make it available to them ?

62. Is only one teacher of physical education adequate for a secondary school ? If you suggest more, what should be the teacher-pupil ratio in physical education ?

63. Should the teacher of physical education be given any allowance over and above his salary for additional work done in the morning and evening ? If so, what amount do you suggest ?

64. Should there be any examination in health and physical education ? If so, what should be its form ?

65. (a) Do you agree that for the success of physical education programme in schools it is necessary to make arrangement for mid-day meals ? Should this be through canteens or through compulsory levies ?

(b) Do you like to allow outside vendors of edibles to run business in or near schools ? Or would you prefer canteens to replace them ?

66. Should there be arrangement for a regular medical check-up of the pupils ? Please suggest measures to make it

effective. (Please see also Q. 23 under Organisation.)

67. (a) How should the athletic funds of the schools be utilised?

(b) Should there be a committee for drawing up budget, etc., for the same?

(c) What should be the composition of the committee?

68. What measures would you suggest to check indiscipline in games and sports?

69. What other activities would you suggest to improve discipline among the students?

70. Will you please suggest a co-ordinated programme of co-curricular activities for secondary schools?

71. What hobbies would you suggest for the pupils to cultivate?

72. Do you favour provision of indoor games in schools?

73. (a) Do you feel too many non-academic activities keep pupils so engaged that they cannot give adequate time to their studies and thus they suffer in their intellectual attainments?

(b) If so, what would you suggest for striking a balance between curricular and co-curricular activities?

74. Are you in favour of charging pupils with responsibility to manage the affairs of their school? If so, to what extent? Would you also suggest steps or methods to ensure that such self-government is real and not merely a show?

## V. METHODS OF TEACHING

1. Do you feel satisfied with the way in which teaching is done at present in the secondary schools? If not, what changes would you suggest by way of improvement?

2. Do teachers prepare their plan of work (a) for the whole year, (b) for every month, and (c) for every week?

If not, should they prepare all the three types of plans or any one?

3. Should teachers prepare notes of lessons daily and be guided by them in teaching their subjects?

4. Should the daily notes contain details of what and how they teach?

5. Do teachers of the same subject and of other subjects meet together and plan out their lessons for correlated teaching as far as it is practicable?

6. Should this be done? If so, please suggest a workable plan.

7. Are the teaching material, e.g., maps, geometrical and mathematical appliances and scientific apparatuses made full use of by the teachers?

8. Some of the recognised methods in different subjects are given below. In the light of your own experience, please mark out those which you think useful and practicable:—

(i) Languages—

- (a) lecture-cum-explanation,
- (b) translation,
- (c) direct,
- (d) structural approach,

(ii) Social sciences—

- (a) text-book recitation,
- (b) lecture-cum-explanation,
- (c) discussion,
- (d) problem project,
- (e) unit;

(iii) Natural sciences—

- (a) lecture,
- (b) laboratory,
- (c) demonstration-cum-discussion,
- (d) problem project,
- (e) unit.

Please suggest any other method which you consider more useful and practicable.

9. Do you consider that objectives of teaching, learning experiences, and tools of evaluation should be closely related? If so, what would you like to do to orient methods of teaching towards desirable outcomes of secondary education?

10. Is the correction of pupils' written work as at present done by teachers effective? If not, what are your suggestions for improvement?



11. Are the existing libraries in the schools adequately furnished to serve the requirements of teachers and pupils ?

12. What should be done to make the library service effective ?

13. What measures should be adopted to develop reading habits in teachers and pupils ?

14. Should there also be class libraries attached to the different classes in a school in addition to the central school library or libraries and (at places) the common room and the hostel libraries ?

15. Should there be class libraries of supplementary reading books financed on a contributory and co-operative basis by the students ? If so, from what age or class should the boys be allowed to take them home ?

16. Should the school library be utilised for community purpose and *vice versa* ? If so, please suggest a plan for doing so.

17. How should the school library be utilised during vacations ?

18. (a) What measures would you suggest for improving library service in schools ?

(b) How can we make provision for supervised study and library work in schools ?

19. In what order of preference would you consider factors like enrolment, strength of staff, utilisation of books, etc., to serve as bases of library grants ?

20. Have you any comments and suggestions on the present system of library grants, coupons, and book-lists ?

## VI. EVALUATION

1. What are the merits and the defects of the external examinations conducted at the end of the high/higher secondary courses ?

2. Will you please point out the defects, if any, with respect to—

- (a) coverage of the course,
- (b) language of the questions,

- (c) scope of answers,
- (d) criteria of marking, and
- (e) any other ?

3. What should be the criteria for the selection of question-setters, head examiners, examiners, moderators, tabulators, etc., for the centralised type of examination ?

4. (a) Are you in favour of decentralising the existing external examination conducted by the examination board ?

(b) If so, should it be held at divisional or district level ?

(c) What machinery do you suggest to conduct it ?

5. At present the examination for the diploma in physical education is held by the Bihar School Examination Board. The examination for the diploma in education of the government teachers' training colleges is held by a departmental examination committee of the Education Department. The final examination of the trainees in the school counsellors' nine-month course at the educational and vocational guidance bureau, Bihar, is held by the bureau itself for which diplomas are due to be awarded. The institute of English which is going to be started in Bihar will also have to award diplomas.

In this context, please give your views on whether these examinations should be held or should continue to be held and diplomas awarded by the departmental examination committee or whether the conduct of these examinations and the award of diplomas should be entrusted either to a university in the relevant region or to a separate board to be constituted for this purpose by the government. (It may be kept in view that for reasons of policy it is essential for the State Government to have control on the syllabi for these examinations and diplomas whatever may be the examining authority.)

6. Are you in favour of having an external examination at the end of middle/basic school stage ? If so, please give reasons.

7. Are you satisfied with the annual class examinations held in secondary

schools for promoting students to the next higher class—

- (a) If not, what defects do you find in them ?
- (b) What remedial measures would you suggest ?

8. What improvements would you suggest in the existing system of internal examinations in the school ? Which of the following measures will you favour most ?

- (a) Have questions from outside the school ?
- (b) Get the answer-books examined by external examiners ?
- (c) Have an inter-school examination board formed for questions, etc. ?
- (d) Introduce *viva voce* ?
- (e) Hold periodical tests ?
- (f) Allow schools in their discretion to do away with a number of periodical examinations and adopt the system of continuous progress test in each subject in a week/fortnight ?
- (g) Introduce internal assessment, total or partial ?

9. Are you satisfied with the achievements of the existing system of partial internal assessment in high and higher secondary schools ? What are its demerits ? What suggestions would you make for removing the defects ?

10. If there are demerits in the system of assessment, please state how far they are—

- (a) inherent in the principle of internal assessment,
- (b) due to faults in the technique of the present system,
- (c) due to lack of proper organisation and supervision in the implementation of the scheme,
- (d) due to want of proper guidance and other facilities to teachers,
- (e) due to lack of interest and co-operation on the part of teachers ?

11. If this system of assessment suffers from subjectivity, what are your suggestions for improvement ?

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12. Do you agree that a full record of the pupil's aptitudes, activities, his attainments, his behaviour, etc., should be maintained for purposes of internal assessment ? If so, please suggest a *pro forma*.

13. What amount of the pupil's written work should a teacher be expected or asked to correct (and follow it up) every week/month for purposes of internal assessment ?

14. If this system of assessment is to continue, would you favour the retention of separate marks for ingenuity in each subject ? If not, how will you judge the pupil's ingenuity ?

15. Would you favour the restoration of 100 per cent marks to the written examination in each paper and the preparation of results on their basis, along with a separate recording but simultaneous publication of the internal assessment marks, also at the rate of 100 marks per paper ?

16. Should there be any organisation at State, divisional and district levels to guide the schools in conducting internal assessment and evaluating the progress made in the work ? If so, what should be the composition of such an organisation ?

17. Taking all the factors in favour and against it, what should be done with the present internal assessment ? Should it be—

- (a) continued in the present form,
- (b) suitably modified,
- (c) replaced with some other suitable system, and
- (d) abolished ?

Please give reasons for your answer.

18. What is your estimate about the proper balance between the time and energy devoted at present to teaching and examination ? Is there any scope and method for securing a better balance ?

19. Are the guardians, even educated ones, interested in knowing the progress of their wards in the schools ?

20. What measures do you suggest to keep them informed of and to interest them in their wards' progress ?

21. Do you think that special provision for a guidance programme in secondary schools is necessary ?

22. Does it help the pupils in choosing subjects of their interest ?

23. Does it help in providing information to pupils and their guardians of the educational and occupational opportunities available for them (pupils) ?

24. Does it help in solving individual problems of educational and emotional adjustment, such as, under-achievement, lack of interest in reading, faulty study-habits, timidity, shyness, aggressiveness, etc. ?

25. At what stage should guidance be introduced in a school ?—

- (a) Primary ?
- (b) Middle ?
- (c) First year of the secondary stage ?
- (d) First year of the higher secondary stage ?

State the reasons for your preference.

26. What portion of the pupil's time can be conveniently given for guidance ?

27. Should guidance be provided to  
(a) all pupils as a routine programme, or  
(b) only those pupils who experience need for it ?

28. Should guidance work be done by  
(a) a specialist, (b) every school-teacher,  
(c) a class-teacher, (d) the head of the school ?

29. Has the introduction of guidance created any special problems in the school ? If so, please list them in order of their seriousness—

- (a)
- (b)
- (c)
- (d)

30. If the guidance programme is not going ahead for want of facilities, list them in order of their importance—

- (a)
- (b)
- (c)
- (d)

31. What provision of trained personnel, funds, and facilities do you consider the essential minimum for a successful and effective guidance programme in a non-government high/higher secondary/multi-purpose school, a government multi-purpose school, a teachers' training college, and a district as a whole ?

32. Do you think that the choice made by pupils on the basis of the counsellor's advice has proved to be appropriate  
(a) invariably, (b) most often, (c) sometimes, and (d) seldom ?

33. If you have made any study of the predictive value of the counsellor's advice, please give your views on the same.

34. What have been the achievements of the educational and vocational guidance programme in this State ?

35. Would you suggest any modifications in the organisation and functions of the guidance bureau ?

## VII. STAFFING

1. What should be the standard teaching staff for a four-class (five-class during the transitional period) and a six-class (seven-class during the transitional period), (a) uni-purpose higher secondary school, (b) bi-purpose higher secondary school and (c) multi-purpose school ? Please give your suggestions under each head on a separate sheet of paper.

2. What should be the minimum qualifications of the teachers having regard to the classes/subjects they teach ?

3. What should be the minimum qualifications of the head of a high/a higher secondary school ?

4. How many leisure periods should be given every week to a subject teacher/a class-teacher/a teacher in charge of a co-curricular activity, with or without an allowance attached to it/an assistant headmaster ?

5. What, in your opinion, are the shortcomings of the teachers' training colleges in the State in so far as they affect the quality of staff in the secondary schools ? What measures would you

suggest for their removal and for the improvement of the colleges in these respects? (Please see question no. 29 under Curriculum.)

6. Is the existing annual six-week short training course for untrained graduate teachers useful? Should it continue? If not, why not? If yes, would you suggest any measures for its qualitative improvement?

7. What kinds of in-service training for teachers would you suggest in the present context for improving the quality of teaching in schools?

8. What would you suggest as the scales of pay for the teachers and the heads of schools of qualifications recommended by you against questions 2 and 3 above?

9. Are you in favour of allowing private tuitions? If so, please specify the scope and extent. Should a set of rules be laid down to govern private tuitions by teachers employed in schools? If so, please suggest specific rules.

10. What would you suggest for helping poorer pupils, who cannot pay for private tuition, to get over their deficiencies? Should the State pay for their extra coaching and the requisite extra staff?

11. Would you support a proposal to raise the school fees in selected schools for (i) reducing the size of the classes and appointing more teachers and (ii) raising the salaries of the teachers in order to prohibit private tuition? (Please see also question no. 6 under Finances.)

12. Should there be free education for the children of teachers? If so, up to what stage?

13. Should there be a service commission of the type of the Public Service Commission to select teachers for appointment in non-government schools?

14. Would you favour the formulation of specific rules regarding recruitment, duties, and other service conditions of employees in inferior service in these schools? If so, please give your suggestions briefly.

15. Are the service conditions of teachers (including librarians and clerks) in non-government schools satisfactory? If not, what are your suggestions for their improvement?

16. What measures would you suggest to give security of service to teachers?

17. In case of wrongful discharge of teachers by the managing committees, what suggestions do you make to right the wrong?

18. What should be the composition of the appellate body for hearing appeals preferred by teachers against violation of their service conditions by the managing committee?

19. Do you think it necessary to fix any time-limit within which the case must be disposed of? If so, please state the same.

20. Would you suggest any separate set of rules guiding the service conditions of the staff of the State-subsidised high schools?

21. Should the posts of the heads of schools be provincialised or left as it is? Please give reasons for your answer.

22. Should the posts of clerks be provincialised? Please give reasons for your answer.

23. Would you have the posts of clerks, teachers, and heads of State-subsidised high schools made transferable?

24. What should be the age of superannuation of teachers?

25. What financial help would you suggest for teachers after their retirement?

26. Would you suggest measures for building up a compassionate fund for aiding the families of teachers dying prematurely without having accumulated a reasonable amount in any contributory insurance or provident fund?

27. How would you help the secondary school teachers' association to transform itself into a body (say, like the medical council) which the Education Department would look up to for co-operation in

measures of educational reform and to which it would refer cases of unethical conduct of teachers for disciplinary measures? How can the State Government best assist the teachers in achieving this?

### VIII. FINANCES

1. Is the existing financial condition of non-government high and higher secondary schools sound?

2. What percentage of these schools has, in your view, sound finances?

3. Would you make any suggestions for improving the financial condition of secondary schools?

4. Should the tuition fee be increased? If so, what tuition fee will you prescribe for different classes?

5. Should additional fees be charged from pupils offering physical and natural sciences? If so, what should be the rates for different classes?

6. What would be your comments on the recommendations of the Bihar Unemployment Committee that private enterprise for running both primary and secondary schools charging a high rate of tuition fees to cover the costs incurred by having small classes with higher salaries of teachers should be encouraged? (Please see also question no. 10 under Staffing.)

7. Should education be made free up to secondary stage? If so, how to meet the cost?

8. What according to you should be the standard expenditure of a four-class and a six-class high school, a higher secondary school and a multi-purpose school?

9. Should the industrial concerns be made to pay a part of their expenditure over wages paid to labour for financing education? If so, what percentage of it should they pay?

10. Should the income so derived from the industrial concerns be utilised for financing education in the area in

which they (concerns) are located or should it go to finance education throughout the State?

11. Certain kinds of grants are given to pre-1949 schools, other to pre-1957 schools, and dearness allowance grants to recognised schools—

(a) Do you regard such categorisation fair and helpful to the proper development of the schools?

(b) Does the present system of giving recurring grants take cognisance of the quality of work done in the schools as well as their basic needs?

(c) If not, what should, in your opinion, be the best criteria and a rational set of formulae for giving grants-in-aid on a consolidated basis?

12. What non-recurring grants should be admissible to a high, a higher secondary and a multi-purpose school for (a) building, (b) laboratory, (c) library, (d) teaching appliances and (e) other equipments?

13. What are the chief merits and demerits of the present mode of distributing grants to non-government schools for land, buildings, furniture and teaching equipments for purposes of curricular as well as co-curricular work? If you feel the position is not satisfactory, please give concrete suggestions for improvement.

14. What will you consider a reasonable ratio of State expenditure over the well-defined sectors of education: the elementary or basic, the secondary, the university and the social?

15. What should be the proportion of financial contribution from (i) the State funds, (ii) the tuition fee revenue, and (iii) other sources, such as, donations, subscriptions, etc., to the budget of the secondary school?

16. Should the Government take over all the financial assets and liabilities of the secondary schools or liabilities only?

## Appendix F

No. 1080.

GOVERNMENT OF BIHAR

EDUCATION DEPARTMENT

FROM

SHRI S. SAHAY,  
SECRETARY TO GOVERNMENT.

To

THE SECRETARY,  
BIHAR STATE SECONDARY EDU-  
CATION COMMITTEE, PATNA.

Patna the 29th April, 1962.

SIR,

I AM directed to say that the Bihar State Secondary Teachers' Association have demanded *inter alia*—

- (1) that the scale of pay of teachers of non-Government high/higher secondary multi-purpose schools should be increased;
- (2) that dearness allowance should be paid to teachers of non-Government high/higher secondary multi-purpose schools at a flat rate of Rs. 25 per month instead of at the existing rate which varies from Rs. 20 to Rs. 25 per month, depending on their pay; and
- (3) one increment for every three years of service should be allowed to experienced teachers in fixing their pay in the revised scale introduced in the year 1957.

2. The Bihar State Secondary Education Committee has already been requested to review the existing scales of pay, dearness allowance and conditions of service of teachers and to suggest improvements therein consistent with the availability of fund. Clause (6) of paragraph 2 of Government's Resolution no. 3405, dated the 30th August, 1961 may kindly be referred to in this connection.

3. In view of the fact that the question regarding improvement in scale of pay of the teachers has already been referred to the Committee, State Government have decided to await its recommendation in the matter before taking further action in regard thereto. The State Government have been pleased to decide that the other two points, *i.e.*,

- (1) payment of dearness allowance at a flat rate of Rs. 25 per month to all teachers irrespective of their pay; and
- (2) grant of one increment to them for every three years of service in fixing their pay in the revised scale should also be referred to the Bihar State Secondary Education Committee, for its recommendation. I am accordingly to request that the aforesaid questions may kindly be also considered by the Committee and their specific recommendation in regard thereto furnished to the State Government.

4. An assurance has been held out by Government to the Bihar State Secondary Teachers' Association that the Committee's recommendation on the aforesaid points will be obtained by them in 5 months' time.

5. I am accordingly to request that the aforesaid facts may kindly be placed before the Committee and that the Committee's recommendation on the aforesaid points may kindly be made available to the State Government by the end of August, 1962.

Yours faithfully,

S. SAHAY,  
*Secretary to Government.*

## Appendix G

REPORT OF THE BIHAR STATE  
SECONDARY EDUCATION COMMIT-  
TEE ON THE PAY-SCALE OF SECON-  
DARY TEACHERS.

The Bihar State Secondary Education Committee, constituted under Government of Bihar's resolution no. 3405, dated the 30th August, 1961, has to examine the prevailing system of secondary education in the State in all its aspects and to

suggest measures for its reorganisation and improvement in the light of experience gained. An important item of the terms of reference is "to review the existing scale of pay, dearness allowance and other conditions of service of teachers and to suggest improvements consistent with the availability of funds". Government have, however, in their letter no. 1080, dated 21st April, 1962 asked for the Committee's specific recommendations on the following points within the available resources :—

- (i) improvement in the scale of pay of the teachers of all grades in non-Government Secondary Schools;
- (ii) payment of dearness allowance at a flat rate of Rs. 25 per month to all teachers irrespective of their pay; and
- (iii) grant of one increment to them for every three years of service in fixing their pay in the revised scale introduced in 1957.

The report was required by the end of August, 1962 but the same could not be submitted owing to delay in the receipt of relevant information from the sources concerned and Government was requested to give a month's more time.

2. The resources available are discussed at length in part IV of the Pay-Scale Sub-Committee's report a copy of which is appended. The substance of our proposals and recommendations is given below:—

(a) Proposed salary scales :

Category of teachers.	Present scale.	Proposed scale.
(1) Principal of higher secondary and multi-purpose School.	Rs. 200—10—300—E.B.—10—450.	Rs. 200—15—350—E.B.—15—500. Rs. 20 allowance per additional stream subject to the maximum of Rs. 40.
(2) Headmaster of high school.	(i) Rs. 175—275 up to 200 pupils.	Rs. 175—10—225—E.B.—15—300. Rs. 15 allowance per additional stream.

Category of teachers.	Present scale.	Proposed scale.
	(ii) Rs. 200—300 (up to 500 pupils).	Rs. 200—10—250—E.B.—15—325. Subject to maximum of Rs. 30.
(3) Assistant Principal/Headmaster (where number of pupils is more than 320).	Nil	Rs. 150—10—200—15—275 plus an allowance of Rs. 15.
(4)(a) Trained holder of honours or master's degree.	Rs. 150—250 Rs. 125—200	Rs. 150—10—250 Selection grade. Rs. 150—10—200—15—275 for two in Multi-purpose schools and one in bi-purpose higher secondary schools.
(b) Trained graduate.	Rs. 100—5—125 E.B.—4—145—3—175.	Rs. 100—5—130 E.B.—6—190.
(5) Untrained graduate, trained I. A., Acharya and Fazil.	Rs. 70—3—85— E.B.—4—105— E.B.—2—115.	Rs. 70—3—85—4— 125. E.B.—2—115.
(6) Untrained I.A., trained matri- culate, Alim and Shastri.	Rs. 50—2—70— E.B.—2—90.	Rs. 50—2—66—E. B.—3—90.
(7) Clerk	.. Rs. 45—2—55— E.B.—2—75.	Rs. 50—2—66—E.B. —3—90.
(8) Peon	.. Rs. 22½—4—27½	Rs. 22½—4—27½

NOTE.

(1) The pay-scale of the Assistant Principal/Headmaster shall be not lower than the pay-scale of the seniormost assistant master, or the assistant master or masters in the selection grade of the highest pay-scale obtaining in the school, besides his special allowance of Rs. 15.

(2) It may sometimes happen that the seniormost assistant master in the selection grade of the highest pay-scale in the school is also the Assistant Principal/Headmaster of the school. If so he will draw also the special allowance attached to the post of the Assistant Principal/Headmaster.

(3) (a) Two posts in multi-purpose (with at least three streams) and one post in bi-purpose (with at least two streams) higher secondary schools in the scale of Rs. 150—10—250 shall be upgraded into selection grade posts in the scale of Rs. 150—10—200—15—275. This arrangement will stand till the number of posts sanctioned for holders of honours' or master's degree is as at present. If this number increases on account of the sanctioning of more such posts, the proportionate increase in the number of selection grade posts may be considered.

(b) The above provision of selection grade post applies only to trained holders of honours' or master's degree.

(c) Untrained holders of honour's or master's degree in the newly sanctioned posts, whether in service at present or to be employed hereafter, shall continue to be in the pay-scale of Rs. 150—10—250 or Rs. 125—5—200 or any other pay-scale admissible to them, according to qualifications, as the case may be, in terms of Government orders in force.

(b) *Government dearness allowance.*—We have proposed that the Government dearness allowance to each teacher in non-Government secondary schools should be brought to a flat rate of Rs. 25 per month.

(c) *Further school dearness allowance.*—In case the managing committees raise the school fees as suggested, proceeds of five per cent of the increase should be given as further school dearness allowance.

(d) *Triple benefit scheme.*—This may be adopted and the details may be worked out quickly. We recommend that every teacher of secondary schools should be made eligible for these benefits.

(e) *Service Commission.*—We recommend that a separate Commission for recruitment of secondary school teachers whose initial salary is Rs. 150 per month or above should be set up. If it is more economical, a secondary school wing for this purpose may be added to the University Service Commission.

3. The calculation of additional cost involved in implementing the proposed pay-scale is given in item 2 (ii) (b) of the proceedings of the meeting of the B. S. S. E. C. held on 25th, 27th and 29th September 1962 a copy of which is also appended. The immediate annual additional cost would be approximately Rs. 20 lakhs and the ultimate annual additional cost would be approximately Rs. 1.89 crore.

4. The Committee feels that the emoluments of secondary teachers should be still better so that they may be reasonably contented and at the same time good talent may be attracted for employment in secondary schools. Our present recommendations are an interim report in response to the urgent and specific reference on the subject made by Government. In the main report of the Committee, we hope to go into more details of the question of emoluments and all the associated problems such as, standard staff, hours of work, service conditions, etc. etc. We firmly believe

that the scale presently recommended will serve as basis of progressive improvement of the emoluments of secondary teachers.

G. SINHA.

29-9-1962.

G. E. MURPHY, S.J.

29-9-1962.

K. AHMAD.

29-9-1962.

S. THAKUR.

29-9-1962.

Proceedings of the meeting of the Bihar State Secondary Education Committee held on 25th September 1962 at 11 a.m. and adjourned meetings held on 27th September 1962 at 11 a.m., and 29th September 1962 at 9 a.m. in the office of the Director of Public Instruction, Bihar, in the Secretariat Annexe, Patna-1.

*Members Present:—*

1. Shri Zawar Husain, Chairman, B. S. S. E. C. (in the Chair).  
Members.
2. Shri K. Ahmad, Director of Public Instruction, Bihar.
3. Shri G. Sinha, Director, A.N. Sinha Institute of Social Studies, Patna (on 25th and 27th September 1962 only).
4. Rev. Father G. E. Murphy, S.J., Principal, St.-Xavier's School, Patna.
5. Shri Nageshwar Singh, Principal, S. K. M. Multi-purpose School, Mokamah (Patna) (on 25th and 27th September, 1962 only).
6. Shri S. Thakur, Joint Director of Education (Training), Bihar, Patna—Secretary.

*Special invitees present :*

1. Deputy Director of Education (Secondary), Bihar.
2. Deputy Director of Education (Planning), Bihar.
3. Deputy Director of Education (Basic and Primary -1), Bihar.

*Absent :*

1. Shri Ramakant Jha, Ram Krishna College, Madhubani (Darbhanga). (on 25th, 27th and 29th September, 1962)—Member.



Proceedings are recorded below against each item of the programme:—

2. (i) To confirm the proceedings of the last meeting of the Committee held on the 13th August, 1962. Confirmed.

(ii) To consider the revised report of the Pay-Scale Sub-Committee appointed in resolution no. 2(ii), dated 3rd July 1962 of the Committee and to finalise recommendations on pay-scale for submission to Government.

Considered the revised report of the Pay-Scale Sub-Committee and resolved that the report be adopted with the amendments indicated below :—

(a) The modifications suggested by Shri K. Ahmad, D. P. I., Bihar, in the pay-scale proposed by the Sub-Committee be incorporated in the recommendations. A copy of the suggested modifications is appended. (See page 114.) The proposed pay-scale as modified by D. P. I.'s suggestions is as follows :—

(b) The calculation of additional cost on pay and allowance of secondary teachers involved in implementing the proposed pay-scale prepared for the information of Government, is outlined below. This should be read after paragraph 16 of the report of the Pay-scale Sub-committee.

(i) Approximate number of teachers of different categories of Non-Government secondary schools of Bihar on 31st March, 1962.

Category of Schools.	No. of Schools.	Standard staff.	Total no. of teachers.
(1) Six-class Multi-purpose Schools.	30	18	540
(2) Four-class Higher secondary schools.	50	14	700
(3) Six-class higher secondary schools.	100	16	1,600
(4) Four-class High schools.	1,120	10	11,200
(5) Six-class High schools.	300	12	3,600
<b>Total</b>	<b>1,600</b>		<b>17,640</b>

Serial no.	Category of teachers.	Present scale.	Proposed scale.	Further improvements suggested by D. P. I.
1	2	3	4	5
2	Headmaster of High School.	(i) Rs. 175—275 (up to 200 pupils). (ii) Rs. 200—300 (up to 500 pupils). Nil	Rs. 175—10—225—E.B.—15—300. Rs. 200—10—250—E.B.—15—325.	Plus Rs. 15 allowance per addl. stream subject to the maximum of Rs. 30.
3	Assistant Principal/Headmaster (where number of pupils is more than 320).	Nil	Rs. 150—10—250 Rs. 15.	Rs. 150—10—200—15—275 plus an allowance of Rs. 15.
4	Trained holder of honours' or master's degree.	Rs. 150—260 } Rs. 125—200 }	Rs. 150—10—250	Selection grade Rs. 150—200—15—275 for two in multi-purpose schools and one in bi-purpose Higher Secondary School.

NOTE.

(1) The pay-scale of the Assistant Principal/Headmaster shall be not lower than the pay-scale of the seniormost assistant master, or the assistant master or masters in the selection grade of the highest pay-scale obtaining in the school, besides his special allowance of Rs. 15.

(2) It may sometimes happen that the senior-most assistant master in the selection grade of the highest pay-scale in the school is also the Assistant Principal/Headmaster of the school. If so, he will draw also the special allowance attached to the post of the Assistant Principal/Headmaster.

(3) (a) Two posts in multi-purpose (with at least three streams) and one post in bi-purpose (with at least two streams) higher secondary schools in the scale of Rs. 150—10—250 shall be upgraded into selection grade posts in the scale of Rs. 150—10—200—15—275. This arrangement will stand till the number of posts sanctioned for holders of honours' or masters' degree is as at present. If this number increases on account of the sanctioning of more such posts, the proportionate increase in the number of selection grade posts may be considered.

(b) The above provision of selection grade posts applies only to trained holders of honours' or master's degree.

(c) Untrained holders of honours' or master's degree in the newly sanctioned posts, whether in service at present or to be employed hereafter, shall continue to be in the pay-scale of Rs. 150—10—250 or Rs. 125—5—200 or any other pay-scale admissible to them according to qualifications, as the case may be, in terms of Government orders in force.

(ii) Approximate-number of teachers of non-Government secondary schools in different scales of pay.

Category of teachers.	Pay-scale.	No. of teachers.
	Per month.	
1. Principals in 180 multi-purpose and higher secondary schools.	Rs. 200—500	180
2. Headmasters in 420 high schools.	Rs. 175—300	420
3. Headmasters in 1,000 high schools.	Rs. 200—325	1,000
4. Assistant Principal/Assistant Headmaster in 810 high and higher secondary schools.	Rs. 150—275	810
5. Assistant teacher at the rate of 2 in each multi-purpose and one in each higher secondary schools.	Rs. 150—275	210
6. Assistant teachers at the rate of 2 in each multi-purpose and one in each higher secondary schools.	Rs. 150—250	210
7. Assistant teachers at the rate of 3 in each multi-purpose and higher secondary schools.	Rs. 125—200	540
8. Assistant teacher at the rate of 3 in each multi-purpose, higher secondary and high schools.	Rs. 100—190	4,800
9. Assistant teachers at the rate of 6 in each multipurpose and six-class higher secondary school, 4 in each of four-class higher secondary school, 5 in each high school and one in each of 790 high schools where Assistant Headmasters are not to be appointed.	Rs. 70—125	8,870
10. Assistant teachers at the rate of 2 in each of six-class high schools.	Rs. 50—90	600
	Total	17,640

(iii) Approximate additional cost on pay and allowances of non-Government multi-purpose, higher secondary and secondary school teachers in 1962-63.

	Amount in rupees.
1. One increment to 180 Principals at the rate of Rs. 15 per month.	2,700
2. Allowance to 30 Principals at the rate of Rs. 40 per month.	1,200

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	Amount in Rs.
3. Allowance to 150 Principals at the rate of Rs. 20 per month.	3,000
4. One increment to 300 Headmasters at the rate of Rs. 15 per month.	4,500
5. Allowance to 300 Headmasters at the rate of Rs. 30 per month.	9,000
6. Allowance to 920 Headmasters at the rate of Rs. 15 per month.	13,800
7. Cost in upgrading 810 posts of Assistant teachers into those of Assistant Principals/Assistant Headmasters at the rate of Rs. 45 per month including allowance of Rs. 15 per month.	36,450
8. Cost on the upgrading of the scale of 210 trained holders of honours' and master's degree at the rate of Rs. 25 per month.	5,250
9. Dearness allowance at the rate of Rs. 5 per month to 17,640 teachers.	88,200
Total	1,64,100

Annual additional cost=Rs. 1,64,100×12=Rs. 19,69,200 say Rs. 20 lakhs in round figure.

(iv) Ultimate cost on pay and allowances of non-Government multipurpose, higher secondary and high school teachers.

Category of teachers.	No. of teachers.	Monthly average pay.	Total expenditure in rupees.
		Rs.	
1. Principal (Rs. 200—500)	180	374	67,320
2. Headmaster (Rs. 175—300).	420	270	1,13,400
3. Headmaster (Rs. 200—325).	1,000	295	2,95,000
4. Assistant Principal/Headmaster (Rs. 150—275).	810	245	1,98,450
5. Assistant teacher (Rs. 150—275).	210	245	51,450
6. Assistant teacher (Rs. 150—250).	750	225	1,69,500
7. Assistant teacher (Rs. 100—190).	4,800	158	7,58,400
8. Assistant teacher (Rs. 70—125).	8,870	104	9,22,480
9. Assistant teacher (Rs. 50—90).	600	76	4,56,000
10. Clerk (Rs. 50—90)	1,600	76	1,21,600
	17,640 teacher + 1,600 clerks.		27,43,200

Total annual expenditure on pay—  
=Rs. 27,45,200 × 12 = 3,29,18,400 .. (I)

Total annual expenditure on dearness allowance at Rs. 25 for 17,640 teachers and 1,660 clerks—  
=Rs. 25 × 19,240 × 12 = Rs. 57,72,000 .. (II)

Total annual expenditure on pay and allowances—

=Rs. 3,86,90,400 .. (I) & (II).

=Rs. 3,87 crore (in round figure).

(ii) .. (c) The draft of the report to be submitted to Government was considered and was signed by the members present. Professor G. Sinha, Member, who was at the time attending an urgent meeting of the Finance Corporation, signed the report later. Shri Rama Kant Jha, Member, who could not attend the meetings on 25th, 27th and 29th September 1962, in spite of telegraphic infor-

(iii) To consider anything else that may arise.

mation given to him, and Shri Nageshwar Singh, Member, who did not attend the meeting on 29th September 1962 could not sign the report as they were not available here.

It was decided that a tour programme for the Committee to visit secondary schools of different types in the districts may be prepared for the second half of October and for November and December, 1962 and the same, after approval of Chairman, be communicated to members with a request to join as many trips as possible.

S. THAKUR,

Secretary, B.S.S.E.C.

29-9-1962.

MODIFICATIONS (IN PROPOSED PAY-SCALE) SUGGESTED BY DIRECTOR OF PUBLIC INSTRUCTION, BIHAR.

Serial no.	Category of teachers.	Present scale.	Proposed scale.	Further improvement suggested by D.P.I.
1	2	3	4	5
2	Headmaster of high school ..	(i) Rs. 175—275 (up to 200 pupils).	Rs. 175—10—225—E.B. 15—300.	Plus Rs. 15 allowance per additional stream subject to the maximum of Rs. 30.
		(ii) Rs. 200—300 (up to 600 pupils). Nil	Rs. 200—10—260—E.B.—15—325.	
3	Assistant Principal/Headmaster (where number of pupils is more than 320).	Rs. 150—10—250	Rs. 150—10—280 + an allowance of Rs. 15.	Rs. 150—10—200—15—275 plus an allowance of Rs. 15.
4	Trained holder of honours or master's degree.	Rs. 125—5—200	Rs. 150—10—250	Selection grade Rs. 150—10—250—15—275 for two in multi-purpose schools and one in bi-purpose higher secondary schools.

NOTE.—(1) The pay-scale of the Assistant Principal/Headmaster shall be not lower than the pay-scale of the seniormost assistant master, or the assistant master or masters in the selection grade of the highest pay-scale obtaining in the school, besides his special allowance of Rs. 15.

(2) It may sometimes happen that the seniormost assistant master in the selection grade of the highest pay-scale in the school is also the Assistant Principal/Headmaster of the school. If so, he will draw also the special allowance attached to the post of Assistant Principal/Headmaster.

(3) (a) Two posts in multi-purpose (with at least three streams) and one post in bi-purpose (with at least two streams) higher secondary schools in the scale of Rs. 150—10—250 shall be upgraded into selection grade posts in the scale of Rs. 150—10—200—15—275. This arrangement will stand till the number of posts sanctioned for holders of honours or master's degree is as at present. If this number increase on account of the sanctioning of more such posts, the proportionate increase in the number of selection grade posts may be considered.

(b) The above provision of selection grade posts applies only to trained holders of honours or master's degree.

(c) Untrained holders of honours or master's degree in the newly sanctioned posts, whether in service at present or to be employed hereafter, shall continue to be in the pay-scale of Rs. 150—10—250 or Rs. 125—5—200 or any other pay-scale admissible to them according to qualifications, as the case may be, in terms of Government orders in force.

K. AHMAD.  
29-9-1962.

## Appendix H

### Summary of Recommendations

#### CHAPTER I

##### AIMS AND OBJECTIVES

*Aspects of secondary education calling for new emphasis in the light of the present national situation.*

This is mainly a question of improving the attitudes of teachers, pupils, parents and guardians, and supervisors. Military science including physical education, as a core subject, up to class XI, has been suggested under curriculum in chapter IV below. We recommend that the teaching of this subject should be taken up earnestly and the supervising officers should be oriented to understand and encourage the teaching of the subject.

2. Associations of heads of schools should be encouraged to work out detailed items of strengthening these attitudes and any positive results achieved by any school should be widely recognised.

#### CHAPTER II

##### ORGANISATION

*Span of secondary education in the State.*

3. We recommend a span of 12 years to cover elementary to higher secondary education :—

(a) Elementary	.. ..	7 years.
(b) Elementary continuation and secondary and higher secondary exploration.		2 years.
(c) Higher secondary (secondary 2 years)		3 years.
		-----
	TOTAL .. ..	12 years.

(d) As more financial resources are available, the present Class VIII should form part of elementary education.

*Place of classes VI, VII and VIII in the organisational set-up of schools*

4. (a) Classes VI and VII should form part of a high or higher secondary school only with the special permission of the board of secondary education and the permission should be given only on the

ground that without such arrangement, education of the children of a local community will suffer badly.

(b) Class VIII should be disbanded from basic schools where they exist and in future it should form part only of high schools or higher secondary schools, unless it is maintained in present basic schools as an experimental model and for this purpose the teaching staff, equipments, etc., in these institutions are immediately upgraded in an appropriate manner.

##### *Residential Schools.*

5. (a) The management of the residential school, Netarhat, should be entrusted to an autonomous body.

(b) Efforts should be made to start more residential schools capable of organising good secondary education for adolescents but suiting the pockets of lower middle class and working class income-groups also.

(c) Traditions about service conditions of staff at the Residential School, Netarhat, should be built up always keeping in view the best models and the latest developments in leading public schools in the country.

(d) Some seats at the Netarhat school should be thrown open to scholars of other States.

##### *Anglo-Indian Schools.*

6. (a) The inspection of Anglo-Indian schools should continue to be done either by the Director of Public Instruction or by one of the seniormost officers of the department who preferably has had a good education or training abroad.

(b) Arrangement should be made for admission of selected meritorious non-Anglo-Indian students in these schools against a few free and half-free places provided by the Government.

(c) The present rate of scholarships awarded to the Anglo-Indian students on the basis of their parents' income, is inadequate. Steps should be taken to enhance the rate considering the price index.

##### *English-medium schools or classes*

7. We recommend that Government higher secondary or multi-purpose schools at each divisional or district headquarters

and Residential School, Netarhat, should have parallel English-medium classes by way of experiment and further steps in this direction may be taken after watching the experiment for two years. Similarly, selected non-government higher secondary schools or even high schools may be given this option in each division or district.

### CHAPTER III

#### ADMINISTRATION AND SUPERVISION

##### *Recognition of high schools or higher secondary schools*

8. The present policy of recognising only higher secondary schools should be continued. Partial recognition may be granted to the existing proposed schools or newly started higher secondary schools, with permission to present candidates at the secondary school/Examination at the end of class XI. When they start class XII and fulfil the conditions of recognition, which may suitably be relaxed, they may be accorded full recognition as higher secondary schools.

##### *Identity of high school and higher secondary school syllabi vis-a-vis pre-university syllabus and staggering of courses and final examination in certain subjects at the end of class X (Special).*

9. The syllabi of the pre-university class and the higher secondary schools being similar, there should be one examination body for both so that uniformity of standards may be maintained.

##### *Re-constitution of the Board of Secondary Education*

10. (a) In course of our enquiry, several factors affecting the sound development of secondary education in the State came to our notice. Some of them are indicated here. It is felt that the provincialisation of the posts of heads of non-government secondary schools and departmental control over them are necessary to ensure efficient work inside the institutions. Secondly, since the vast majority of secondary schools are being run practically with their fee-income and grants-in-aid from Government, i.e., without any tangible public or local financial support other than fees, some members strongly suggested the taking over of the control of the schools

by the department. Thirdly, there are the well-known difficulties in the preparation, production and the timely supply of good text-books which a number of high level investigations has failed to surmount. Fourthly, there is the proliferation of the bodies (of differing status) dealing with secondary education side by side with the State Education Department, such as, the Board of Secondary Education, Bihar, the Bihar School Examination Board, the educational and vocational guidance bureau, the text-book and education literature committee, the text-book research bureau and the examination research bureau. We had to consider the urgent problem of giving these secondary education bodies some semblance of a much needed cohesion in the light of the position of bodies with similar functions in other States and in the light of the organisation and functions of the National Council of Educational Research and Training (NCERT), Delhi. At the same time, we had to keep in view our local conditions and the future status of the body that we may recommend in their place. It was found that it would be necessary to keep such a body beyond the provisions of the Companies Act in the interest of economy. All members felt that it would be very difficult to improve things unless the present Board of Secondary Education is enlarged and re-constituted to cover all these functions and unless it is given a sound statutory and autonomous status.

(b) We, therefore, recommend that all the bodies, statutory or otherwise, at present dealing with aspects of secondary education, enumerated above, be merged in an omnibus Board of Secondary Education, Bihar, which should cover all these activities through its wings as indicated below :—

- (i) *Organisation.*—Recognition, financial administration etc., educational supervision and control of non-government schools and its personnel when they may be taken over with the consent of the owners or managers ;
- (ii) *Examination.*—Public examination, examination research and curricula ;
- (iii) *Text-book.*—Preparation and production of text-books, prescription and recommendations of such text-books or reference books as are not produced, text-book research ; and

(iv) *Guidance*.—Educational and vocational guidance, training of school counsellors and teacher-counsellors and preparing them for suitable diploma or certificate in guidance and counselling; guidance research; preparation of tests; contact with parents and guardians, etc., etc.....

(c) The board should be a statutory and autonomous body which can function without such inhibitions as have limited or minimised the utility of the present bodies. The relevant Act or Acts should be modified or, if necessary, they should be replaced with a comprehensive legislation on secondary education which may meet all these needs and which may help to make the new board a body in stable equilibrium responding significantly to the developing needs of secondary education in this State.

11. We also recommend that the re-constituted Board of Secondary Education, Bihar, should set up subordinate school boards in each district or subdivision or smaller areas, as the need may be, to guide and control more realistically the secondary schools in the State and that it should take over the control of the schools and their personnel, beginning with heads of schools, progressively, as the owners and managers of the institutions give their voluntary consent for this purpose. These very subordinate boards should be placed in charge of planning secondary education in their areas.

## CHAPTER IV

### CURRICULUM

#### *English medium schools or classes and provision for English literature*

12. We recommend that Government higher secondary or multi-purpose schools at each divisional or district headquarters and Residential School, Netarhat, should have parallel English-medium classes by way of experiment and further steps in this direction may be taken after watching the experiment for two years. Similarly, selected non-government higher secondary schools or even high schools may be given this option in each division or district. (Same as no. 7 of Chapter II).

13. In these very schools, provision should be made for teaching of English literature, one paper, as part of Group 'A' (humanities and social sciences). This will

also serve as an experiment and it may be extended to other schools in future.

14. The Institute of English, Bihar should be adequately staffed. The institute should have the services of a consultant and a whole-time director as early as practicable and the national emergency need not stand in the way.

15. Government notification no. 2924, dated 4th September 1960 laying down a revised syllabus of English methods for the teachers' training schools be fully enforced in all its details so that the intermediate and matriculate teachers under training may get adequately trained to teach English in elementary schools according to modern methods.

16. Government notification no. 2925E, dated 4th September 1960 laying down a revised syllabus of English methods for the teachers' training colleges be fully enforced in all its details so that the graduate teachers under training may get adequately trained to teach English in secondary schools according to modern methods.

17. The facilities for the training or training of teachers in the structural approach to the teaching of English, now available in the Institute of English, Bihar should be put to maximum utilisation with a view to ensuring that at least one teacher in each teachers' training school and in each government or non-government secondary school gets trained there, to promote the teaching of English on right lines at every stage.

#### *Structure of the higher secondary syllabus social studies, craft, three-language formula, extra paper, Compulsory English from class IV.*

18. The structure or elementary, secondary or higher secondary syllabi should be modified as follows:—

##### (A) CLASSES I TO VII.

As at present.	Modification proposed.
1. Mother-tongue .. ..	I to VII to continu .
2. Mathematics .. ..	I to VII ..
3. Social studies .. ..	I to VII ..
4. General science .. ..	I to VII ..
5. Fine arts (music, drawing and painting).	I to VII ..
6. Physical training and games	I to VII ..
7. Crafts .. ..	I to VII ..
8. One second Indian language or Hindi.	IV to VII III to VII
9. English .. ..	VI to VII IV to VI I
10. Classics .. ..	VI to VII

## (B) CLASSES VIII and IX

Modifications proposed.						
As at present.						
Class VIII. (General education only.)			Class IX. (Exploratory Class.)			
1. Modern Indian language.	(a) Mother-tongue, one paper.	100 marks	To continue	..	..	100 marks.
	(b) One second Indian language or Hindi, one paper.	100 ..	To continue	..	..	100 ..
2. Classics	.. To continue (continuation course).	50 ..		..		..
3. English	.. To continue	.. 200 ..	To continue	..	..	200 ..
4. Physical Training	.. To continue	.. ..	To continue	..	..	..
5. Craft-work	.. Craft including art (drawing) for boys/domestic science, music and art (drawing) for girls.	100 ..	see item 6(b) below	..	..	..
6. Social studies	.. Social studies—					
	(a) History and Geography.	100 marks	(a) To continue	..	..	100 marks.
	(b) Citizenship	.. 50 ..	(b) Citizenship and craft including art for boys/citizenship including domestic science, music and art for girls.	100 ..		..
7. Mathematics	.. To continue	.. 100 marks	General science for those not offering natural sciences, agriculture and technical groups/mathematics for those offering natural sciences, agriculture and technical groups.			100 marks.
8. Three electives from any of the five groups— Natural Sciences, Humanities and Social Sciences, Fine Arts, Commerce and Technical.	General science	.. 100 marks	Three electives from any of the following groups :—  Humanities and Social Sciences, 300 marks. Natural Sciences, Fine Arts, or Crafts, Agriculture, Commerce, Elementary Engineering and Home Science.			300 marks.
TOTAL		.. 900 marks.	TOTAL	..	..	1,000 marks.
			Extra elective	..	..	100 marks.

## (C) CLASSES X AND XI

As at present.	Modifications proposed.
1. Modern Indian languages—	
(a) Paper I, the National Language (Hindi). 100 marks	1. (a) The National Language or one second Indian language. 100 marks.
(b) Paper II, literature of the mother-tongue. 100 marks	(b) To continue .. .. 100 marks.
2. English language and composition, 2 papers. 200 marks	
	(2) To continue.. .. 200 marks.
3. Social Studies—	
(History, Geography and Civics) one paper. 100 marks	(3) Social Studies—
	(a) History and Geography .. 100 marks.
	(b) Citizenship (Civics, Elementary Economics and Current Affairs, etc.). 50 marks.
4. Everyday Science for those not offering Natural Sciences and Elementary Engineering groups/Elementary Mathematics for those offering Natural Sciences and Elementary Engineering Groups/Elementary Physiology and Hygiene for private candidates. 100 marks	
	(4) To continue :— General Science for those not offering Natural Sciences, Agriculture and Technical Groups/Mathematics for those offering Natural Sciences, Agriculture and technical groups Elementary Physiology and Hygiene for private candidates. 100 marks.
5. Three subjects from one of the following elective groups :—	
Humanities and Social Sciences, Natural Sciences, Arts and Crafts, Education and Social Welfare, Commercial and Secretarial training, Agriculture and allied subjects, Public Health and First Aid, Home management. 300 marks	(5) Three subjects from any of the following elective groups— Humanities and Social Science, Natural Sciences, Fine Arts or Crafts, Commerce, Agricultural Elementary Engineering and Home Science. 300 marks.
	(6) Military Science including Physical Education— Theory .. .. 30 Practical .. .. 20 50 marks.
TOTAL .. 900 marks	TOTAL .. 1,000 marks.
6. One extra subject (classical language) .. 100 marks	
	(7) One extra elective .. .. 100 marks



## (D) CLASSES X AND XI AND CLASS XII.

Classes IX (Spl.) to XI (Spl.)	Classes X and XI.	Class XII.
1. Modern Indian language— (a) Paper I (the National Language—Hindi). 100 marks	(1) (a) The National Language (Hindi) or one second Indian language. 100 marks	(1) (a) Only National Language to continue question of examination left open. 100 marks.
(b) Paper II: (Literature of the mother-tongue). 100 marks	(b) To continue .. 100 marks	(b) To continue .. ..
2. English language and composition, two papers. 200 marks	(2) To continue .. 200 marks	(2) To continue .. 200 ..
3. Social Studies, one paper 100 marks	(3) Social Studies— (a) History and Geography. 100 marks (b) Citizenship (Civics, Elementary Economics and Current Affairs, etc.). 50 marks	
4. Everyday Science for those not offering Natural Sciences, Agriculture and Elementary Engineering Groups/Elementary Mathematics, for those offering Natural Sciences, Agriculture Elementary Engineering Groups. 100 marks	(4) General Science for those not offering Natural Sciences, Agricultural and Technical Groups/Mathematics for those offering Natural Sciences, Agriculture and Technical Groups. 100 marks	(4) .. ..
5. Three subjects from any of the following elective groups: — Humanities and Social Sciences, Natural Sciences, Fine Arts or Crafts, Commerce, Agriculture, Elementary Engineering and Home Science. 300 ..	(5) To continue .. 300 marks	(5) To continue .. 300 ..
	(6) Military Science including physical education. 50 marks	(6) .. ..
TOTAL .. 900 marks	TOTAL .. 1,000 marks	TOTAL .. 600 marks.
6. Extra Subject— (a) Classical language. .. 100 ..	(7) Extra elective if a student wishes to offer. 100 marks	(7) To continue for those who offer. 100 ..

(E) There should be provision for the teaching of the national language (Hindi) in Class XII also. The question of examination in the paper may be left open.

19. *Contents or work-load of the higher secondary syllabus pattern and quality of the courses committees.*—We recommend that every year after the publication of the results of the secondary and higher secondary examinations, a seminar of three to five days should be organised at the State level to review the syllabi and to suggest improvements in the light of experience. To this seminar, not more than three teachers including headmasters, one from a Government school and two from non-Government schools from every district, should be invited. The invitees should collectively or roundly be representative of all academic subject and other interest groups in secondary education. The Director of Public Instruction should preside over the seminar. Experts from the Bihar School Examination Board, the Text-Book Research Bureau, and the Examination Research Bureau should assist. University interests should also be represented according to necessity. The Director may invite other relevant educational administrators, such as, from the teachers' colleges, the directorate, the inspectorate, etc. to participate. The recommendations of the seminar should form the basis for the annual curricular reform. The recommendations should be considered by the education department along with the comments on them or other suggestions of the relevant courses committees.

20. Courses committees for high schools and higher secondary schools should be the same as the syllabi for both are going to be the same. Since higher secondary education means the expansion of the dimension of secondary education in various directions each courses committee should have the necessary competence, quality and expertise. A committee of seven is visualised for every subject, (a) *three* actual practising subject teachers from schools who may have high qualification and specialised knowledge in the subject, to be nominated by the president, Board of Secondary Education, (b) two university teachers in the subject one to be nominated by the Patna University in each case and the other to be nominated by the other universities of the State by an arrangement, and (c) *two* nominees of the State Government, who will ordinarily be the technical heads of the institutions, such as, the Engineering College, the Medical College, the Science College, or

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the Veterinary College, etc. in which the products of high and higher secondary schools seek admission, or other experts. In some cases, the Government nominees may be the experts of such institutions as the school graduates join for obtaining diploma enabling them to take up employment. Each courses committee may be authorised to co-opt one or two experts, if necessary.

21. *Identity of high school and higher secondary school syllabi vis-a-vis pre-university syllabus, and staggering of courses and final examination in certain subjects at the end of class X (Spl.) and helping present graduate teachers of high schools to qualify for higher secondary teaching.*—We recommend that this State should stick to the diversified courses as introduced in the multi-purpose higher secondary schools and in the higher secondary schools since the last year of the First Plan, and in the high schools since the early years of the last fifties.

22. To accelerate the pace of upgrading high schools into higher secondary schools and to ensure the utmost economy in doing so, we recommend the following measures :—

- (a) The curriculum of the high school should be made identical with that of the higher secondary school up to the highest class of the high school.
- (b) The higher secondary school examination should be staggered to enable the higher secondary students to take their final public examination in Social Studies, Everyday Science or Elementary Mathematics, the second Indian language or the national language and Military Science including physical education, at the end of the eleventh year. This will leave the higher secondary students of class XII with the mother-tongue (100 marks), English (200 marks), electives (300 marks), and optional extra elective (100 marks). The final school examination of the students of class XI of high schools will be the same as those of the students of higher secondary schools in the subjects which the latter finish at the end of class XI.
- (c) The syllabi of the pre-university class and the higher secondary

schools being similar, there should be only one examination body for both so that uniformity of standard may be maintained (same as no. 9 of chapter III.)

- (d) To fit into this scheme [as in (a) and (b) above], the high schools will have to procure certain additional equipments and to appoint some few teachers holding honours or master's degree or to have their present graduate teachers obtain a special diploma to qualify for teaching at the higher secondary level. This special diploma of one academic session should cover thorough and latest knowledge of the newer contents of the higher secondary syllabus and should, at the same time, correspond in standard to the honours degree or fifth year post-graduate course in the subject, as far as practicable.
- (e) The diploma mentioned above should be instituted immediately in all the universities of the State.
- (f) Arrangements should be made to train the existing graduate teachers through six-week short courses in subject contents so that they may be able to handle the new syllabus properly. This course may be run at the district headquarters round the year, during the evening, with the co-operation of local colleges. Besides this, summer courses may be organised for rural area teachers through the agency of the teachers' colleges and universities.
- (g) Other consequential changes in the set-up (modification of the cost of upgrading, necessary relaxation of conditions for recognition of schools, transfers, permission to private candidates to take the higher secondary examination, etc., etc.) may be worked out immediately.

## CHAPTER V

### METHODS OF TEACHING

*Written work.*—[See no. 24(a) of chapter VI.]

## CHAPTER VI

### EVALUATION

23. *Public examination at the end of middle/basic stage.*—(a) We recommend that a public examination at the end of the middle stage, i.e. class VII of middle and basic schools, should be re-started immediately and the unit of organisation for this examination should be the district.

(b) When more financial resources are available and class VIII comes to form part of elementary education in the State, the public examination may be held at the end of class VIII instead of class VII.

24. *Internal assessment and written work.*—(a) Internal assessment for 20 per cent of marks has been tried in the secondary schools of this State since the early years of the last fifties. The principles of such assessment are known to be sound but its success mostly depends on the contentment and keenness of the teachers and the regularity of supervision. (The system has miserably failed and in the wake of this failure, it has brought in a great deal of inefficiency and corruption. We recommend that the system of internal assessment as in force at present should be abolished immediately and the examinees at the secondary school and higher secondary school examinations should be examined in full marks allotted to each paper). Corrections of written work of the pupils should be done and weekly or monthly tests should be held in the manner in which this was done prior to the introduction of internal assessment. The system of tutorial classes for correction of written work may be tried wherever feasible.

(b) Since the principles underlying internal assessment are sound, schools should be given the freedom of experimenting with the system outside the framework of the secondary school or higher secondary school examination. Schools which choose to take up the experiment may allot 100 marks to this head and may utilise opportunities like written tests on fee-dates, interest in hobbies and non-academic activities, and other possible measures of discovering talent, for this, and they should formulate and compile a cumulative record of the pupil at the end of the school course. This will enable

the employers and the general public to judge the result of internal assessment on its merit and it is expected that this process will cause the schools and teachers to be on their mattle.

## CHAPTER VII

### STAFFING

25. *Helping present graduate teachers of high schools to qualify for higher secondary teaching.*—To accelerate the pace of upgrading high schools into higher secondary schools and to ensure the utmost economy in doing so, we recommend the following measures :—

- (a) To implement the proposed identity of high school and higher secondary school syllabi and the staggering of higher secondary examination, the high schools will have to procure certain additional equipment and to appoint some few teachers holding honours or master's degree or, to obtain a special diploma to qualify for teaching at the higher secondary level. This special diploma of one academic session should cover thorough and latest knowledge of the newer contents of the higher secondary syllabus and should, at the same time, correspond in standard to the honours degree or the fifth year post-graduate course in the subject, as far as practicable [Same as no. 22(d) of chapter IV.]
- (b) The diploma mentioned above should be instituted immediately in all the universities of the State. [Same as no. 22(e) of chapter IV.]
- (c) Arrangements should immediately be made to train the existing

graduate teachers through six-week short courses in subject contents so that they may be able to handle the new syllabus properly. This course may be run at the district headquarters round the year, during the evening, with the co-operation of local colleges. Besides this, summer courses may be organised for rural area teachers through the agency of the teachers' colleges and universities [Same as no. 22(f) of chapter IV].

26. *S. T. C. for graduates.*—The present six-week short training course in general methods for graduate teachers of high and middle schools having at least five years of teaching experience may continue for a few years more till the outturn of trained graduates from the now increased number of teachers' training colleges almost covers the requirement of trained graduates or post-graduates in high and higher secondary schools. Till that time, which will be about the end of the current Third Plan, we also favour the continuance of the provision for short training course—trained graduates to take the diploma-in-education examination as private candidates. Since the Government teachers' training colleges are being affiliated to the regional universities for purposes of the diploma-in-education examination, we recommend that this suggestion may be brought to the notice of the universities concerned for necessary action. Even after the end of the Third Plan, the short training course may continue but the provision for private candidates to take the diploma-in-education examination may be dropped.

27. *Pay-scales and private tuition.*—We recommend as early enforcement of the model salary-scale, which was adopted by the committee and is reproduced below :—

	Present.	Proposed model scales.
1. Principal of Higher Secondary and multi-purpose schools.	Rs. 200—10—300—E.B.—10—450.	Rs. 250—700+Rs. 20 allowance per additional stream subject to a maximum of Rs. 40.
2. Headmaster of high school	(1) Rs. 175—275 (up to 200 pupils). (2) Rs. 200—300 (above 200 pupils).	Rs. 220—400. Rs. 250—450.
3. Assistant Principal/Assistant Headmaster/ where number of pupils gets stabilised at more than 320.	Nil	Rs. 200—350+Rs. 15 only as allowance.
4. Trained holders of honours or master's degree.	Rs. 150—250 .. Rs. 125—200 ..	Rs. 170—275. Rs. 180—350 (Selection grade),

	Present.	Proposed model scales.
5. Untrained honours graduates or holders of master's degree.	Nil	Rs. 140—8—180—10—220.
6. Trained graduate .. .. .	Rs. 100—5—125—E.B.—4—145 —3—175.	Rs. 140—8—180—10—220.
7. Graduate holding diploma in physical education.	Rs. 100—5—125—E.B.—4—145 —3—175.	Rs. 140—8—180—10—220.
8. Librarian (Graduate with Diploma in Library Science).	Nil	Rs. 140—8—180—10—220.
9. Untrained graduate, trained intermediate, Aoharya and Fasil.	Rs. 70—3—85—E.B.—2—90 ..	Rs. 100—155.
10. Untrained Intermediate, trained Matriculate, Alim and Shastri.	Rs. 50—2—70—E.B.—2 90 ..	Rs. 70—4—90—E. B.—6—120.
11. Clerk (matriculate or above) .. .. .	Rs. 45—2 55 —E.B.—2—75 ..	Rs. 70—2—80—E.B.—3—110.
12. Laboratory Assistant (one who has passed the higher secondary or secondary school examination with science subject) or Laboratory boy (one who has passed at least class IX with science subjects).	Nil	Rs. 65—3—77—E.B.—4—105.  Rs. 45—75.
13. Peon .. .. .	Rs. 22½—1—27½ ..	Rs. 40—1—60.

## NOTE.—

- (i) In this salary-scale, in all cases, where emoluments are based on numerical strength of pupils, such as, these of the head or the assistant head of the school, the enrolment to be taken into account shall be that of the last working day of the first session of the school and of no other day.
- (ii) No intermediate or matriculate or Alim or Shastri, whether trained or untrained, should be appointed henceforward in a high/higher secondary school as people of these qualifications are not able competently to meet the situation brought about by the increased dimensions of secondary education. Salary scales proposed against each of the items 9 and 10 are meant only for the existing teachers holding these qualifications.
- (iii) A secondary school having not less than 5,000 useful books in its library shall be entitled to create the post of a full-time librarian.
- (iv) If the librarian is a university graduate and also holds a diploma or degree in education (besides the diploma in library science) and is required to take classes of general subjects other than those dealing with library work a personal pay of at least Rs. 10 may be given to him.
- (v) Similarly, if a university graduate holding a diploma or degree in education (besides the diploma in physical education), is required to take classes of general subjects other than those dealing with physical and health education work a personal pay of at least Rs. 10 may be given to him.
- (vi) The number of selection grade posts for trained holders of honours or master's degree shall be limited to 30 per cent of the total strength of such teachers on the staff.

28. The pay-scales in the State should correspond at least to the pay-scales of teachers in secondary schools in neighbouring States whose economy and finances are of the same or similar standard. We feel that the pay-scales should be raised to the point where action can be legitimately taken to discourage teachers from engaging in large-scale private tuitions which lead to corruption, and to inefficiency in school work. We recommend that as an experimental measure, preparatory classes to impart competent collective coaching to pupils be permitted to be organised by

schools on their own initiative, and additional payment may be made to the teachers concerned through the school from the funds accruing from the additional fees that may be levied in such classes.

29. *Service conditions in State-subsidised schools.*—The posts of heads as well as the ministerial and menial staff in these schools may be made transferable within the division or the State as an experimental measure and after watching the experiment for about two years, the posts of the remaining staff may also be made

transferable. This will be subject to consent of managing committees and employees concerned or will depend on their actual requests. This is practicable as all these schools are deficit-grant schools. A fund will have to be created for payment of travelling allowance on transfer and this can be done by slightly augmenting the provision under the head. If the transfers are made against actually felt needs or for correcting real imbalance, the annual expenditure may not be more than Rs.1,000 to Rs. 5,000. No such transfer should be made except with the order of the director. We think that this recommendation can be implemented even before the implementation of recommendation no. 11 of chapter III.

30. *Tripple Benefit Scheme.*—We recommend that the Triple Benefit Scheme as suggested by the secondary education commission, 53, may be adopted in this State and its details may be worked out quickly. We also recommend that every teacher of secondary schools should be made eligible for these benefits.

31. *Service Commission.*—We recommend that a separate commission for recruitment of secondary school teachers whose initial salary is Rs. 150 per month or above, should be set up. If, during the present emergency, it is found more economical a secondary school wing for this purpose may be added to the existing university service commission.

32. *Teachers' association.*—(a) The Bihar Secondary School Teachers' Association should be sanctioned grants for any constructive professional or educational or research work that they undertake, such as, surveys of the socio-economic conditions of the teachers of different grades, organising and maintaining a library and a reading room predominantly catering for secondary education, improving the quality of the journal that they are publishing, publication of text-books or teachers' help-books or original writings of teachers, etc., etc.

(b) All inspecting officers and all officers of the education department should be encouraged to keep regular contact, in educational and administrative matters, with the association.

## CHAPTER VIII FINANCES

33. *Raising tuition fees.*—To enable salaries of teachers being enhanced the tuition fees in secondary schools should be raised suitably.

34. *Directive principles of State financial assistance to non-Government schools.*—(a) Various kinds of present recurring grants (such as developmental, compensatory, discretionary and efficiency grants, etc.) should be consolidated into one general grant.

(b) Whereas there should be provision for grants to schools in more undeveloped areas, it should be ensured that efficient management of an institution also gets due credit in the form of both recurring and non-recurring grants.

(c) The grant giving authority should be one, namely the board of secondary education, and all grants whether given by the department or by the Bihar School Examination Board must be channelled through the board of secondary education which should be the only sanctioning authority for grants.

(d) For the above purposes, a multiple point scale should be worked out which may take cognizance of all the positive achievements and the weak factors of a school during a year and according to which grants according to a school may do justice both to prosperous and other institutions.

### Appendix I

No. 3572-E

## GOVERNMENT OF BIHAR

### EDUCATION DEPARTMENT

### RESOLUTION

Patna, the 25th September 1958

SUBJECT.—Teaching of languages at the secondary school stage.

Read.—Report of the Secondary Education Commission, Chapter V.

The Secondary Education Commission appointed by the Government of India made the following recommendations on the study of the languages:—

(i) Mother-tongue or the regional language should generally be the medium of instruction throughout the secondary school

stage subject to the provision that for linguistic minorities special facilities should be made available on the lines suggested by the Central Advisory Board of Education.

- (ii) During the middle school stage, every child should be taught at least two languages. English and Hindi should be introduced at the end of the junior Basic stage, subject to the principle that no two languages should be introduced in the same year.
- (iii) At the High and Higher Secondary stages, at least two languages should be studied, one of which being mother-tongue or the regional language.

2. The Central Advisory Board of Education examined these recommendations and approved the following alternative formula:—

*Formula I.*

(a) (i) Mother-tongue ; or (ii) a regional language or (iii) a composite course of mother-tongue and regional language or (iv) a composite course of mother-tongue and classical language or (v) a composite course of a regional and a classical language.

(b) Hindi or English.

(c) A modern Indian or a modern European language not already taken under (a) and (b).

*Formula II.*

(a) As above.

(b) English or a modern European language.

(c) Hindi (for non-Hindi speaking areas) or another modern Indian language (for Hindi speaking area).

3. These recommendations were examined by the State Advisory Council of Education which recommended the adoption of the 2nd formula, with the modification that for the 3rd language group C) the words "Modern Indian languages" be substituted by "another Indian language," provided it is not any one of the language-group "a".

4. The second formula as amended by the State Advisory Council of Education has been approved by the State Government for adoption at the secondary stage and it stands as follows:—

(a) (i) Mother-tongue or, (ii) regional language or (iii) a composite course of mother tongue and a regional language; or (iv) a composite course of mother tongue and a classical language, or (v) a composite course of a regional language and a classical language.

(b) English or a modern European language.

(c) Hindī (or non-Hindi speaking students) or another Indian language (for Hindi speaking students) provided it is not any of the languages offered under group "a" above.

ORDER.—Ordered that the resolution be published in the *Bihar Gazette*, and its copy be forwarded to the Director of Public Instruction, Bihar/Director of Public Relation, Bihar/Secretary, School Examination Board/Secretary, Board of Secondary Education.

By order of the Governor of Bihar,

S. NATH,

*Under-Secretary to Government.*

**Appendix J.**

*Group A—Humanities and Social Sciences.*

- |   |            |
|---|------------|
| (1) A Modern Indian language and Literature (Hindi, Urdu, Bengali, Maithili, Oriya, Nepali and Santhali). | One paper. |
| (2) A classical language (Sanskrit, Arabic, Persian).   | ..         |
| (3) English Literature  | .. ..      |
| (4) History   | .. ..      |
| (5) Geography   | .. ..      |

(Consisting of one sub-paper in Theory and one practical examination.)

- |                                       |       |
|---------------------------------------|-------|
| (6) Elementary Economics and civics   | .. .. |
| (7) Elementary Mathematics            | .. .. |
| (8) Advanced Mathematics              | .. .. |
| (9) Elementary Physiology and Hygiene | .. .. |
| (10) Domestic Science                 | .. .. |
| (11) Music-Vocal or Instrumental      | .. .. |
| (12) Psychology                       | .. .. |
| (13) Logic                            | .. .. |

NOTE.—The paper on Modern Indian Language and Literature can be offered by a candidate only in that language which he has not offered as paper II under the compulsory

Modern Indian Language and Literature, likewise the paper on only that classical language can be offered by a candidate which he has not offered as the additional 10th paper.

*Group B—Natural Sciences.*

- (1) Advanced Mathematics .. One paper.  
 (2) Physics .. .. . "
- (Consisting of two sub-papers in Theory and one practical examination.)
- (3) Chemistry .. .. . One paper.  
 (Consisting of two sub-papers in Theory and one practical examination.)
- (4) Biology .. .. . One paper.  
 (Consisting of two sub-papers in Theory and one Practical Examination.)
- (5) Geography .. .. . One paper.  
 (Consisting of one sub-paper in Theory and one Practical Examination.)
- (6) Elementary Physiology and Hygiene One paper.

*Group C—Fine Arts.*

- (1) Appreciation of Art .. .. . One paper.  
 (2) Any two of the following:—  
 (a) Drawing and Painting (Practical). .. .. . "  
 (b) Modelling and Sculpture (Practical). .. .. . "  
 (c) Music-Vocal .. .. . "  
 (d) Music-Instrumental .. .. . "  
 (e) Dance .. .. . "

*Group D—Crafts.*

- Any one of the following crafts .. Three papers.  
 (Consisting of one paper in Theory and two Practical Examinations)
- (1) Hand spinning and weaving.  
 (2) Wood Work.  
 (3) Metal Work.  
 (4) Hand made paper industry.  
 (5) Printing Technology.  
 (6) Workshop Practice.  
 (7) Tailoring.  
 (8) Sewing, needle and embroidery work.  
 (9) Leather work.  
 (10) Gardening.  
 (11) Clay-modelling and papier-mache.

*Group E—Commerce.*

- (1) Elements of Commerce .. One paper.  
 (2) Commercial Geography including economics. .. .. . "  
 (3) Book-Keeping .. .. . "  
 (4) Shorthand and type-writing .. .. . "

*Group F—Agriculture.*

- (1) Agriculture—  
 (a) Agricultural Chemistry; Agricultural Biology; Animal Husbandry and Dairying. One paper.  
 (b) General Agriculture including soil and soil management and Climatology; Crop Culture Farm Crops, vegetable crops and fruit crops; Farm management including Agricultural Economics, Agriculture, Co-operation and Agricultural extension and subsidiary craft Agriculture. .. .. . "  
 (c) Practical .. .. . "

*Group G—Elementary Engineering.*

- (1) Applied mathematics and Science .. One paper.  
 (2) Geometrical and Mechanical Drawing .. .. . "  
 (3) Any one of the following:—  
 (i) Elements and Mechanical and Electrical Engineering. .. .. . "  
 (Consisting of one sub-paper in Theory and one Practical Examination.)  
 (ii) Elements of Building Construction. .. .. . "  
 (Consisting of one sub-paper in Theory and one Practical examination.)  
 (iii) Radio Engineering .. .. . "

*Group H—Home Science.*

- (1) Food, Nutrition and Cookery .. .. . "  
 (Consisting of one sub-paper in theory and one Practical Examination).  
 (2) Household management, Textile, clothing, Laundering and Tailoring. .. .. . "  
 (Consisting of one sub-paper in theory and one Practical Examination.)  
 (3) Home Nursing, Health, First Aid Child development and mother craft. .. .. . "  
 (Consisting of one sub-paper in Theory and one Practical Examination).

**Appendix K**

A copy of letter no. II/C7-080/54-E-59, dated the 9th January 1956 of the Deputy Director of Education (Secondary), Bihar addressed to all Inspectors of Schools and the Secretary, Board of Secondary Education, Bihar.

**SUBJECT.—Management of Scholars funds in High Schools.**

I am directed to address you on the subject noted above and to say that in order to bring about a uniformity in the rates of Scholars funds and to ensure proper management of such funds, it has been decided that no high school should realise any monthly amount from students



in addition to the school fees, except for the following purpose, at the rates mentioned against each :—

Purpose.	Amount fixed for each student.
(1) Game fee including scouting.	Rs. 2-8-0 in two instalments of Rs. 1-4-0 each.
(2) Common Room, Magazine, Radio and cultural activities like Drama, Music, etc.	Rs. 1-8-0 in two instalments of Re. 0-12-0 each.
3. Examination fee ..	Rs. 2 for two examinations in classes VIII to XI, Re. 1 for two examinations in classes VI and VII and annas 8 for two examinations in classes IV to V.
4. Poor boys' fund ..	Purely voluntary and as such no rates have been fixed.

2. In high schools where there is provision for fans in the hot weather, Radio, Audio-Visual arrangements and lunch, the managing committee should record a resolution about the levy of any charges and rates of such charges which should be approved by the Inspector of Schools. There should not be any regular charge for radio, but once it is purchased, the recurring cost should be met from the common room fund.

3. For proper management and the disbursement of the funds mentioned in paragraph I above, each high school should have a Central Committee consisting of (i) the Headmaster, (ii) teachers'-in-charge of each of the items (1), (2) and (4) and (5) mentioned in the first paragraph of this letter, (iii) student-secretaries for each of items mentioned in (ii) above and (iv) General students' Secretary. The money will be deposited in the Savings Bank account in the joint name of headmaster and another member of the Central Committee.

The headmaster should not spend any amount more than Rs. 10 (Rupees ten) without the approval of the Central Committee. The teacher and student-secretary for each item will submit a budget to the central committee for approval.

4. There should be no committee for the fund relating to examination fee. It should be administered entirely by the headmaster who may take the help of such teachers as to he likes. No student should be associated with this fund.

5. These orders will apply to all recognised high schools and should be given effect to immediately. The receipt of this letter may kindly be acknowledged.

#### Appendix L

*Dates on which Meetings of the B.S.S.E.C. were held.*

Inaugural Meeting	17th April 1962.
1st Meeting ..	18th April 1962.
2nd Meeting ..	3rd July 1962.
3rd Meeting ..	13th August 1962.
4th Meeting ..	25th, 27th and 29th September 1962.
5th Meeting ..	17th and 18th December 1962.
6th Meeting ..	6th and 7th February 1963.
7th Meeting ..	28th February 1963.
8th Meeting ..	21st March 1963.
9th Meeting ..	21st and 22nd June 1963.
10th Meeting ..	27th and 28th June 1963.

