CHAPTER III

POLICY FORMULATIONS ON HIGHER SECONDARY EDUCATION
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The beginning of the State system of education in India under the British Rule may be traced back to the year 1813 when the East India Company was compelled by the force of circumstances to accept responsibility for the education of the Indians. The educational ideals and contents of present day education at different levels are the refined form of educational system existed in ancient period. Reforms in education system were made in each period. Reforms were intensified during medieval period. As regards the policy formulation on Higher Secondary stage of education, the recommendations of the Calcutta University Commission, 1917 may be mentioned as the beginning of modern ideals and principles. In the opinion of the Calcutta University Commission or Sadler Commission there was necessity of fundamental changes in the Secondary stage of education for the sake of improving University education. The introduction of the policy on H.S. education under the National Policy on Education, 1986 was also recommended by the Sadler Commission. The Commission suggested that —
(1) Intermediate classes should be separated from University and a curricular spreading over three years should be prescribed for the degree of B.A. The stage of admission to the University was to be Intermediate and not Matriculation examination.

(2) Intermediate Colleges should be established for the sake of completing the first stage. These colleges should conduct teaching in Arts, Science, Medicine, Engineering education, Agriculture and Commerce.

(3) A separate High School and Intermediate Board should be formed in every province consisting of representatives of the Government, High Schools, University and Intermediate Colleges for the sake of managing Secondary education. Recommendations were made to free the Board from the control of the Department of Education.\(^\text{14}\)

The Indian Universities proceeded on the way to progress in the light of the recommendations made by the Commission and a new life was infused into the education system of the country centering in the Intermediate stage. The internal administration and organization of the Universities became more efficient. As a matter of fact the report of the Commission holds good even to-day with

respect to University education. It is however an admitted fact that in spite of the high aim of the Commission, some of its recommendations were premature. The pattern of working introduced in the light of the pattern of Oxford and Cambridge University was not suitable to the practical needs of the time, howsoever efficient it might be. Experimentation on the sphere of Intermediate Colleges was also not successful. It is eminently proved by the fact that now many States are realising the need of recognising H.S. education to enable it to achieve its cherished objects. Inspite of all these inconsistencies focussed insignificantly, the Sadler Commission's report will always be regarded as an epoch-making report in the history of Indian education.

The policies on Indian education promulgated by British Government in pre-independent period successively rejected by Indian educationists and leaders being irrelevant in Indian society. Education in India had been influenced by multifarious factors. Passing of Rowlat Act, 1919 on education in India was an important act of the British Government. The Act had made education a subject which was "partly all India, partly reserved, partly transferred with limitations and partly transferred without limitations." The Government of India Act, 1935 improved this anomalous position considerably
and divided all educational activities into two categories only - Federal (or Central) and State (or Provincial). This new system of governance, popularly known as Provincial Autonomy came into operation in 1937 in eleven Provinces of British India. The educational policies formulated and implemented in the past since British period have some direct or indirect effects on the educational policies of the modern period. Because the policies have been advancing with time on the basis of successes and failures in the past. Higher Secondary or the similar stage of education as a part of the educational set up have been effected by the policies on education, implemented in the past. One of the important and emerging problems of the educated youths appears and sustained all the time from the past is to secure employment of the kind for which the education qualified them. With a view to providing relevant education to the students so as to secure employment and improve the educational status as a whole the State Governments as well as the Central Government established some agencies and appointed Commissions from time to time to advise government on educational reforms needed under the prevailing circumstances. The government both at the Centre as well as in States formulated policies on education. The major reforms in all the time aimed at H.S. stage being the crucial stage
of education. For the preparation of effective policies on education conferences and meetings both at national and State level were held from time to time. The major thrust on educational reforms particularly at Secondary and H.S. levels was given by the advisory bodies and Commissions on diversification. The idea of diversification of education can be traced back from the recommendation of the Indian Education Commission (1882-83). Thereafter The Government Resolution on Educational Policy (1913), Hartog Committee (1922-29), Abbot-Wood Report (1938-37), The Surgeon Plan (1944) in pre-independent period and the Education Commissions so far appointed during post-independent era recommended for introduction of vocational education. Accordingly the vocationalization of H.S. education has been included as an important programme under the N P E, 1986.

Organisational Pattern:

As per recommendation of the Secondary Education Commission (1952-53) the earlier Intermediate stage had replaced by the H.S. stage. The duration of H.S. stage of education as recommended by the Commission fixed at four years. This four year duration was inclusive of one year Intermediate course. As a consequence the remaining three years of earlier collegiate education allotted for degree course. Some of the H.S. schools extended to
Multipurpose schools providing varied courses of vocational subjects of interest and important to students in respect of prospective employment. The H.S. and M.P. schools introduced 11 year H.S. education. The 11 year H.S. education was introduced in Assam during the last phase of First Five Year Plan. The Board of Secondary Education to conduct 11 year H.S. education was established in Assam in the year 1960. This 11 year H.S. education had discontinued in the National Policy on Education, 1968 on the basis of Kothari Commission's recommendation that diversification should start only after 10 years of core school education. The National Policy on Education, 1968 had introduced the 10+2+3 structure of education as an uniform pattern for all parts of the country. The 10 + 2 + 3 pattern of education was first recommended by the Kothari Commission (1964-66). The structure of 10 +2 + 3 had introduced in Assam along with other States in India. Accordingly one year Pre-Degree/Pre-University course introduced under the Dibrugarh and Guwahati University became 2-years of H.S. education. At the same time the 11 year H.S. education introduced under the Board of Secondary Education became 2-year H.S. education. The 2-year H.S. examination had been conducting by the G.U., D.U. and Board of Secondary Education separately in their respective jurisdictions, till formation of the
Assam Higher Secondary Education Council in the year 1996. After formation of the Assam Higher Secondary Education Council, the 2-year H.S. examination has been conducting exclusively by the Council throughout the State. The 2-year H.S. education in Assam, since its introduction has been imparting both in colleges as well as in schools, in deviation from the recommendations of Muddelier Commission (1952-53) and the Kothari Commission (1964-68). Another important aspect is that the recommendation of Education Commissions for vocationalization of H.S. education remained unimplemented in Colleges and in majority of H.S. Schools.

In addition to the H.S. courses run in Schools and Colleges under the regulation of the Assam Higher Secondary Education Council, the course in similar pattern run parallelly in Central Schools situated in Assam under the regulation of the Central Board of Secondary Education. Though similar and uniform in the pattern, there may have some variations in the standard of assessment and other aspects in H.S. stage of education between CBSE course and Assam Higher Secondary course.

A Multipurpose school in the recommended pattern seeks to provide varied types of courses for students with diverse aims, interests and abilities. It endeavours to provide for each individual pupil suitable opportunity.
to use and develop his natural antitude and inclinations in the special course of studies chosen by him.

The organisational pattern of H.S. education has been partially changed in the policies formulated after submission of Kothari Commission's report. In the changed pattern, the first ten years of schooling cover a primary stage of seven or eight years and a lower secondary stage of three or two years providing a course of general education without any specialisation. Specialisation is provided in Classes XI and XII in different subjects.

Subsequent to the introduction of 10 + 2 + 3 structure of education by the National Policy on Education, 1968, the National Committee on 10 + 2 + 3 Education Structure recommended to provide two streams of education namely (i) Academic Stream and (ii) Vocational Stream at the H.S. stage of two years duration. Prior to H.S. stage of Classes XI and XII, a general education course is provided in Classes IX and X, with one optional subject.

The National Review Committee on H.S. Education, 1978 has further changed the course pattern of + 2 stage of education. The vocational course pattern recommended by the Committee be :
Lastly the N P E, 1986 implemented in India has re-organised education at different levels in different States. The N P E, 1986 has given special thrust on vocationalization with an intention to prepare students for some identified occupations spanning several areas of activity.

A study conducted by Reddy (1972) on the needs of vocation of Secondary School pupils (Boys) in relation to their occupational choices revealed that (i) The subjects hailing from different localities did not differ on the vocational needs, power, activity, moral values, responsibility, satisfaction, advancement, human relations (co-workers) service and creativity (self expression).

(ii) The subjects from different grades, classes were found to attach significantly different values to the satisfaction of the vocational needs, suitability, prestige (esteem), activity, moral values, responsibility, recognition (fame), satisfaction, creativity (self expression) and independence on the occupations they selected.

(iii) There was a significant interaction between locality and grade/class on the vocational needs, variety, suitability, prestige (esteem), recognition (fame), advancement, human relations (co-workers) and service.

(iv) There was a significant difference between the vocational needs, scores of high mental ability and low mental ability groups of subjects on the vocational needs, working conditions, monetary returns, job security, variety, suitability, activity, moral values, recognition (fame), advancement and independence.

(v) The economic background of the family was found to be significantly related to the value, the subjects attached to the satisfaction of some of the vocational needs in the occupations they selected.

(vi) The social status of the family was significantly related to a few of the vocational needs of the adolescent boys.

(vii) The children whose mothers had different levels of schooling differed on the vocational needs, variety, human relations (co-workers) and service.

(viii) The
occupational choices of the subjects were found significantly related to their social status, irrespective of their grade/class or locality differences. A disproportionately large number of subjects were desirous of entering the medical fields.

Some social and psychological factors responsible for vocational development were evaluated in a study conducted by Roy (1978). These factors are:

1. There was a gradual increase in the mean vocational development index with the increase in educational status.
2. Out of the five background variables, only the academic achievement had positive and significant correlation with the vocational development index.
3. Among the three social variables only the socio-economic status variable was positively and significantly related to the vocational development index. Within the levels, the socio-economic status variable distinguished itself significantly among all types of students. It was confined to college students only for religious affiliation.

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and residential status, whereas in the case of school students, the distinction were very high on religious affiliation only (iv) Among the psychological variables only the attitude towards education and the six factors in the vocational development inventory were positively and significantly correlated with vocational development index for all the three types of students. As regards socialisation, opposite trends were noticed in the case of school (positive and significant) and University (negative and significant) students.

The vocational education of H.S. stage modified from time to time upto 1978. The National Review Committee on Higher Secondary Education, 1978, referred Vocational Education as embraces in the UNESCO language "These aspects of the educational process involving in addition to general education, the study of technologies and related sciences and the acquisition of practical skills, aptitudes, understanding and knowledge relating to occupations in the various sectors of economic and social life." As envisaged in the policy formulation, such an education would be an integral part of general education and a means of preparing for an occupational field and an aspect of continuing education. The major achievement of a study on academic and non-academic abilities in relation to the vocational
interests of the entrants to the +2 stage of school conducted in Tamilnadu by Saheb (1980)\(^{17}\) were (i) The academic and vocational stream students differed markedly to their academic abilities, the academic stream students being higher (ii) As far as the non-academic abilities were concerned, the academic stream students were better in leadership, writing and science talent and the vocational stream students were better in social service, music and games and sports (iii) The academic and the vocational stream students were quite different in their distribution of primary interests. Most of the academic students evinced primary interests in the areas of physical sciences and biological sciences whereas the vocational stream students indicated primary interest in the areas of business and computations. Students of both the streams showed equal interest in the musical area (iv) Students of both the streams indicated marked differences in academic abilities namely – vocabulary, verbal reasoning and numerical ability irrespective of their area of primary interest (v) Students of the

academic stream who displayed primary interests in
general science and in being executive were high in
their abilities of leadership science talent and writing.
Similarly, students of the vocational stream who dis­
played primary interest in computing literary, humani­
tarian and musical areas were higher in their non -
academic abilities like games and sports, social service
and music (vi) The success criterion variables, namely
quarterly marks, final marks and teacher ratings were
significantly related to the academic abilities, but not
to the non-academic abilities both in the case of the
academic and the vocational stream students (vii) The
choice of the stream by the students was not dependent
on their socio-economic status.

In a study on certain motivational aspects of
goal behaviour of students in the vocational and academic
spectrums of the H.S. pattern of schooling conducted by
Paul (1981) found that (i) The vocational spectrum

aspects of goal behaviour of students in the
vocational and academic spectrums of the Higher
Secondary pattern of schooling ; Ph.D. Thesis; 
Education, Madras University.
students had significantly higher mean scores in goal aspiration, goal perception, goal locus of control and in scholastic achievement (ii) The academic spectrum students had significantly higher mean scores in goal risk behaviour (iii) In goal perception school relevance and goal phantasy, then two groups did not differ significantly (iv) In the academic spectrum, the humanities and science group students significantly differed in the perception of future goal, school goal relevance, goal phantasy and goal locus of control, the science group being at a higher level (v) In the vocational spectrum the engineering students differed in their goal perception from the commerce students in their goal phantasy from both the commerce and the agricultural students and in scholastic achievement from the commerce student (vi) The six goal related variables jointly explained 31.4 per cent of the variance in the scholastic achievement of students in the academic spectrum and 73.1 per cent of the variance in the achievement of students in the vocational spectrum.

Soundaravalli (1984) found in his study on

the functioning of the vocational education stream in H.S. schools in Tamil Nadu that "Though the aim of introducing vocational education was to reduce unemployment and pressure on colleges, yet nearly 37 per cent of the vocational group students went in for higher studies only. The vocational group students, the teachers, teaching vocational subjects and the percents of vocational group students showed a favourable attitude towards vocational education."

The emerging innovative educational strategies are slowly penetrating in the minds of the seven sister States of the North-East. Though the trend is positive, pace is gradual because of the obvious reasons that most of these States/Union Territories have been late starter in the economic and educational planning and development. Assam Switched over to vocationalization at +2 stage in 1983.20

Deshamukhya (1984)21 concluded in his study

on vocationalization of Secondary Curriculum in Assam that (1) The declared national pattern (10 + 2 + 3) should be accepted with minor modifications, taking into consideration, the peculiar problems of the region or locality (2) The design or type of vocational stream in particular cannot be the same everywhere. On the other hand in view of the objectives of the Secondary Curriculum, vocational stream should be developed on the basis of the raw materials available in the locality and their future potentialities leading to some vocations (3) The Secondary Curriculum should prepare the pupils to become individually competent. After middle school level, 80 per cent of the stress should be on vocational/technical education depending on the aptitude of the pupils of the State/Country. However this may create problem in accommodation and financial problems for the school authority/Government. This should be reduced step by step by providing theoretical coaching in the school compound and practical work in local farms, factories, industries, workshops etc. depending on local resources and aptitudes of the pupils at the initial stage. Subsequently schools may be developed by setting up laboratories, workshops etc. (4) Phase wise teachers if not found locally may be recruited from outside the State/region and provided with necessary orientation to
suit the new curriculum.

In his investigation on the educational and vocational problems of H.S. students of greater Bombay (1978-79) Mowji (1983) found that (1) Junior college students faced educational and vocational problems. They had to face difficulties due to absence of guidance at school and college level. (2) The new pattern had failed due to lack of co-ordination between schools and colleges and due to faulty planning. (3) In the absence of proper implementation, there was confusion everywhere in 1972 in greater Bombay. (4) The main purpose of the 10 + 2 + 3 was vocationalization, it had completely failed as everybody joined the academic stream in the absence of any vocational stream. (5) Schools and colleges had not properly trained teachers. They were neither trained before implementing the new pattern nor afterwards. (6) Syllabuses and books were prepared without taking into consideration interest and level of the students. (7) Science students had no time for any co-curricular activities, while arts students had plenty of time at their disposal.

(8) Admissions were given more on influence of the parents rather than on merits of the students (9) Large classes in science and commerce streams created more problems of indiscipline under the fresh post-graduate teachers than under the trained experienced teachers and professors (10) Students joined any stream where they got admission (11) There was dissatisfaction among the lecturers in the Junior Colleges due to low salary and more workload (12) No proper library facilities for Junior College students were provided.

According to the principles for selecting vocational subjects, the needs of the locality where the school is situated is to be assessed. For the State of Assam the vocational subjects recommended are arranged in eight sub-groups. A student has to choose subjects (two or three as the case may be) without mixing of subjects from one sub-group to another. The recommended sub-groups are -

Sub-Group - A *

1. Poultry Science
2. Dairying
3. Fisheries
4. Integrated Rural Planning and Development
5. Co-Operation
Sub-Group - B:
1. Sericulture
2. Clothing and Embroidery
3. Handloom, Weaving and Designing
4. Bleaching, Dying and Printing
5. Integrated Rural Planning and Development
6. Co-Operation

Sub-Group - C:
1. Agricultural Chemicals
2. Fundamentals of Field and Horticultural Crops
3. Sugar Technology
4. Co-Operation
5. Engineering Drawing

Sub-Group - D:
1. Printing and Book Binding
2. Drawing, Painting and Commercial Art
3. Tourism
4. Co-Operation
5. Electrical Appliances

Sub-Group - E:
1. Banking
2. Accountancy and Auditing
3. Secretarial Practice
4. Stenography and Type Writing
5. Co-Operation

Sub-Group - F:
1. Forestry and Wood Product
2. Furniture Making and Designing
3. Carpentry and Wood Carving
4. Co-Operation
5. Workshop Practice

Sub-Group - G:
1. Agricultural Machines and Equipments
2. Automobile Maintenance
3. Workshop Practice
4. Electrical Appliances
5. X-Ray Technician
6. Co-Operation

Sub-Group - H:
1. Flushing and Sanitation
2. Masonry and Building Carpentry
3. Tor Bending and Reinforcement
4. Engineering Drawing
5. Electrical Appliances
6. Co-Operation

For introducing vocational subjects in a H.S. school, all the facilities of building, workshop, equipments etc are needed. This aspect received little attention in Assam.

Pillai and Thangaswamy (1981) reported that

(1) The match industry and fire works design with plastics, polythene packing materials, distemper, varnishes and paint making, concrete and cement works, stainless steel utensils, motor cycle and scooter, technology, soaps and detergents, aluminium spinning, soft drinks and fruit beverages, paper decorations (origami) and bricks and tiles were the most need-based vocations for Madurai District

(2) The curriculum were developed for five vocations, namely motor cycle and scooter technology, aluminium spinning, manufacture of stainless steel utensils, soft drinks and fruit beverages and distemper, varnish and paint making

(3) Only 15 per cent of the students

expressed their desire to set up their own workshop/factories/industry after completion of the vocational stream (4) About 25 per cent of the students expressed their desire to seek employment in private/public enterprises (5) Of the vocational stream students 40 per cent intended applying to arts/science or professional colleges after the completion of the +2 study (6) As many as 65 per cent of the vocational stream students wished to do an advanced course in the specialisation they had just completed at the +2 stage (7) Lack of finance or capital seemed to be a serious handicap to about 60 per cent of the vocational stream students for setting up their own business factory (8) Only 20 per cent of the teachers and the public felt that the students had been trained adequately to start their own business independently or to join any public/private enterprise straight away (9) About 55 per cent of the teachers and the public felt that the vocational stream of H.S. stage could be better extended to the +3 stage also at the collegiate level (10) The vocational stream was considered more suitable for less able students and the academic stream for better students by 65 per cent of the teachers and the public.

In a number of Meetings, Conferences, and Seminars held to evaluate developing strategies for
effective implementation of the directions of the N P E, 1986, it was felt that the guidance service on H.S. education specially in the vocational stream is a dire need. For the first time in the history of guidance movement in India, a conference was organised in June, 1971 for having a direct dialogue among the various agencies engaged in providing guidance and employment services. The report of the conference gave important suggestions for bringing about co-ordination in the organisation of guidance services in the country at various levels i.e. the Central, State and the District. The conference was convened by the N C E R T in collaboration with the Director General, Employment and Training, Delhi. The conference had recommended a network of guidance services involving the Central and State agencies with the N C E R T as the organising agency.

**Infrastructural Facilities:**

An effective management of education of different streams at any stage depends more or less alongwith other factors, the facilities available in the institution. Earlier, when the education system was simple with limited discipline, importance on infrastructural facilities was not realised as in
today. All types of facilities such as building for accommodation, library with rich stock of books and journals, well-equipped laboratories for science subjects, teaching materials, workshops for vocational stream, museum etc. have an unique importance particularly for H.S. stage under the modern system of education. Without facilities, efficient and effective teaching, curricular, co-curricular and community activities and an academic atmosphere in a school cannot be created. For science students, well-planned and well-equipped science rooms and laboratories to aid instruction and stimulate greater interests in science courses are essential.

As a vital centre of community life and stimulating centre of education, a school building must be well planned and attractive. The National Building Organisation of the Ministry of Works, Housing and Supply, Government of India appointed a panel on H.S. School Building in 1960 to lay down norms and standards prescribed by the education departments of various State Governments and the foreign standards on the subject. Opinion of the Principals of the schools on the design of their school buildings visited by the members of the panel were also taken note of. The recommendations of the panel are -
Ordinarily school shall be planned for an enrolment of 960 students. Maximum number of students per class/section be 40. An area of 12 sq. ft. per student shall be provided in a class/section. Laboratories shall be planned for even number of students subject to a minimum of 20 students. The area of laboratory shall be worked out at 20 sq. ft. per student. Store of 80-120 sq. ft. may also be provided. A library of 600 sq. ft. shall be adequate to meet the present educational needs. In certain cases the area may be increased to 690 sq. ft. Assembly Hall shall be planned for 50 per cent of total enrols at the rate of 7 sq. ft. per seating capacity. The area of the hall so arrived at shall be inclusive of internal passage gangways, but shall be exclusive of the area of stage.

The recommendation for administrative units are:

(a) Principal's Office - 200 sq. ft.
(b) Staff Common Room - For 75 per cent members of the total teaching staff at the rate of 20 sq. ft. per staff member subject to a minimum of 200 sq. ft.
(c) General Office and Record - 200 sq. ft. files room.
(d) Guidance Room - 200 sq. ft. which may also be used as visitors room.
(e) First Aid or Doctor's Room - 150 sq. ft with attached lavatory.
Adequate built in storage space in the shape of cupboard, open shelves etc. shall be provided in a classroom.

General storage space shall be in the neighbourhood of 5 per cent of the teaching area.

Cafeteria and students common room etc. need not be provided except under special circumstances.

The following scale of sanitary fittings are recommended:

Latrines or W.C. - 1 for every 100 students or part thereof.

Urinals - 1 for every 25 students or part thereof.

(In case of girls schools, urinals shall be provided in separate enclosures with foot squatting.)

Water taps with troughs - 1 for every 50 students or part thereof.

The area under circulation shall not exceed

(a) 20 per cent of the total area in case of single storey structure or double storey structure with doubly loaded corridors. (b) 33.5 per cent of total building area in case of double storey structures. Area for light shall be 15 to 20 per cent of the floor area.

Area for ventilation shall be 48 sq.ft. per student.
The minimum area for school site shall be -
(a) 3 acres, if community parks and open spaces are available for use by the school as playing fields.
(b) 5 acres where community parks or open spaces are not available for use as playing fields.24

Building and other infrastructural facilities are prime requirements for effective implementation of educational policy. In case of science subjects the theoretical concept of students must be supported by practical understanding. So, a well planned and well-equipped laboratory for each subject separately is a dire need for a successful educational programme. The Panel on Science Education in Secondary Schools (1964) recommended the planning of laboratories for High Schools.

For proper planning of schooling facilities at the grassroot level and for ensuring a balanced growth in all areas, rural and urban, it is felt that there must be adequate data. For this end in view the

Ministry of Education and Social Welfare in India conducted the First Survey in 1957. Thereafter the Second, Third, Fourth and Fifth All India Educational Survey were conducted by N C E R T in 1965, 1973, 1978 and 1986. The need for the Fifth Survey was felt in 1986 when the National Policy on Education was being formulated. The position of schooling facilities of H.S. stage was assessed by the Fourth All India Educational Survey, N C E R T. As per this survey report, in Assam there are 7,893 (28.16%) habitations with 33.59% population coverage served by H.S. sections within 8 kms including 55 (0.20%) habitations covering only 0.54% population which have this facility in them. With population 5000 or more, there are 29 habitations of which 16 (55.17%) habitations are served within 8 km including 1 (3.45%) being served by this facility in the habitation.

There is no habitations with population 5000 or more predominantly populated by ST are not served by H.S. section within 8 km.

H.S. schools according to type and ownership of building assessed by the Fourth and Fifth All India Survey on Education are presented in Table -1 to 4. The fifth survey particularly aimed at providing the data-base for implementation of various programmes for improvement of the quality of education.

**TABLE - 1**

Percentage of H.S. Schools according to types of building in India

<table>
<thead>
<tr>
<th>Open Space</th>
<th>Tents</th>
<th>Thatched Hut</th>
<th>Kaccha Building</th>
<th>Partly Pakka Building</th>
<th>Pakka Building</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>0.21</td>
<td>0.09</td>
<td>0.12</td>
<td>0.91</td>
<td>7.00</td>
<td>94.66</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: N C E R T (1982), Fourth All India Educational Survey.

**TABLE - 2**

Percentage of H.S. Schools according to ownership of Building in India

<table>
<thead>
<tr>
<th>Owned</th>
<th>Rented</th>
<th>Rent-free</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>84.85</td>
<td>10.73</td>
<td>4.42</td>
<td>100</td>
</tr>
</tbody>
</table>

## TABLE - 3

H.S. Schools according to type of building in India

<table>
<thead>
<tr>
<th>Area</th>
<th>Open Space</th>
<th>Tented Hut</th>
<th>Thatched Hut</th>
<th>Pakka Building</th>
<th>Partly Pakka Building</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural</td>
<td>14</td>
<td>5</td>
<td>58</td>
<td>70</td>
<td>870</td>
<td>6119</td>
</tr>
<tr>
<td></td>
<td>0.2%</td>
<td>0.07%</td>
<td>0.81%</td>
<td>0.98%</td>
<td>12.19%</td>
<td>85.75%</td>
</tr>
<tr>
<td>Urban</td>
<td>9</td>
<td>16</td>
<td>11</td>
<td>21</td>
<td>567</td>
<td>7705</td>
</tr>
<tr>
<td></td>
<td>0.11%</td>
<td>0.19%</td>
<td>0.13%</td>
<td>0.25%</td>
<td>6.81%</td>
<td>92.51%</td>
</tr>
<tr>
<td>Total</td>
<td>23</td>
<td>21</td>
<td>69</td>
<td>91</td>
<td>7437</td>
<td>12824</td>
</tr>
<tr>
<td></td>
<td>0.15%</td>
<td>0.13%</td>
<td>0.45%</td>
<td>0.59%</td>
<td>9.29%</td>
<td>89.29%</td>
</tr>
</tbody>
</table>

### TABLE 4

H.S. Schools according to ownership of School Building

<table>
<thead>
<tr>
<th>Area</th>
<th>Owned</th>
<th>Rented</th>
<th>Rent-free</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural</td>
<td>6058</td>
<td>660</td>
<td>190</td>
<td>7118</td>
</tr>
<tr>
<td></td>
<td>88.06%</td>
<td>9.27%</td>
<td>2.67%</td>
<td>100%</td>
</tr>
<tr>
<td>Urban</td>
<td>6958</td>
<td>1061</td>
<td>279</td>
<td>8294</td>
</tr>
<tr>
<td></td>
<td>83.85%</td>
<td>12.79%</td>
<td>3.36%</td>
<td>100%</td>
</tr>
<tr>
<td>Total</td>
<td>13226</td>
<td>1721</td>
<td>469</td>
<td>15416</td>
</tr>
<tr>
<td></td>
<td>85.80%</td>
<td>11.16%</td>
<td>3.04%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: NCERT (1993); Fifth All India Educational Survey.

As per the Fifth Survey, the H.S. Institutions in India are available in 8240 (0.91%) habitations out of 9,81,864 in rural areas. The population covered by the facilities for schooling at the H.S. stage in the rural areas of the country thus comes to 4.18%. Within a distance of 8 km however, the facilities are

available in 4,49,700 (45.80%) habitations, which means coverage of about 51% of the rural population.

There are 77,780 habitations predominantly populated by the SCs in the country, of these only 452 (0.58%) have schooling facilities at the H.S. stage within them and 40,838 of them (52.50%) have access to it, within a distance of 8 kms, catering to 1.70% and 57.95% rural population respectively.

The number of habitations predominantly populated by the STs is 1,64,129 having a total population 4,94,49,246. The facilities exist only in 368 (0.22%) habitations within them covering only 1% of such population while the facilities upto 8 kms are available in 38,646 (20.50%) habitations catering to 23.58% population.

According to Fifth Survey, Assam has 31,873 habitations in all and 269 and 17,827 of these catering to 1.64% and 61.00% rural population have the facilities within them and within 8 kms respectively. Further the State has 1,035 habitations with predominantly SCs population wherein 12 and 761 with 2.15% and 57.75% population respectively have the facilities within them and within 8 kms. Further of the 6,075 habitations with predominantly STs population, 19 and 2,499 habitations have the facilities within them and
within a walking distance of 8 kms respectively.

### TABLE - 5

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th></th>
<th>Total</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Higher Secondary Schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1978</td>
<td>10425</td>
<td>15498</td>
<td>4585</td>
<td>7225</td>
</tr>
</tbody>
</table>

Source: Fourth and Fifth All India Educational Survey.

Alongwith laboratory building accomodation, equipments and machineries of concerned subjects are important facilities needed to impart effective science education. Improving trend of sophistication of instruments, machineries and equipments emerged in modernisation of laboratories and workshops.

Das (1992) reported that scientific equipments improvised either by a resourceful teacher or by a creative student is not only useful in conducting experiments, but also to providing concrete concepts

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during teaching of Biological Sciences, Physical Sciences and even Mathematics.

Education is being vocationalised, a number of trades like carpentry, metal fittings, electrical works, repair of household gadgets and transistor assemblies, masonry and repair of automobile have been introduced. In the H.S. schools, a number of groups as agriculture group, mechanical group, civil engineering, textile engineering etc. have been introduced. All these necessitate well-equipped workshops and sheds. The policy formulation on vocational education remains theoretical in absence of such facilities. Special attention also should be given to safety and health factors in planning school workshops. Some items like sufficiency of space, visibility throughout the shops, light and ventilation etc. needs special consideration.

Rao (1986)\textsuperscript{28} reported that effective organisation is the key to the success of any scheme and the machinery which is entrusted with the task of implementing it should have a clear perception of the various

\textsuperscript{28.} Rao, G.V.G. (1986) : Vocationalization of Higher Secondary Education or Vocational Education—A constructive review for a viable system ; School Education in India—Present and Future Needs ; N C E R T, p. 343.
elements of the proposed scheme to enable it to formulate implementation tasks in simple clear terms. A good plan should precede the organisation scheme and effective implementation should succeed the organisation scheme. Among the various elements, apart from adequate infrastructural facilities, the single major one on which success depends is supply of suitable teaching faculty imbued with a sense of purpose and indication to the system. An equally important requisite is the availability of suitable equipment and authentic instructional materials prepared in simple language.

The N C E R T undertook several programmes for providing technical support to the States in planning and implementing various programmes related to vocationalization of education at the H.S. stage. Orientation programmes were conducted to key personnel from the States already offering vocational courses at the H.S. stage. A National Seminar on Vocationalization of education was also organised to identify issues and problems related to vocationalization of education at the +2 stage. Workshops were organised for development of instructional materials for work-experience and comprehensive guidelines for various aspects of vocationalization programmes.

Library facilities are the most important requirement for the institution to facilitate the
instructional programme for the teachers and to explore pupil through inspiration and pursuits. The Panel on H.S. School Building, 1960 recommended that a library of 600 sq.ft. shall be adequate to meet the present educational needs. In certain cases, the area may be increased to 690 sq.ft. Library is a collection of background material. It is a place where the use of books as source of information may be taught and practised. The book resources include text books, unit booklets, literary materials, reference materials, periodicals, pamphlets, newspapers, special documents and publications and also the audio-visual or non-reading materials. Earlier the library facilities were poor in the Secondary and H.S. schools. Gradually the importance of library facilities increased with the advancement of educational systems and received an important place in policy formulations. The Education Commission (1964-66) recommended for maximum utilisation of school libraries and for introduction of a programme of book banks.

The Third All India Educational Survey on Educational Facilities and Enrolment reported on the

number of H.S. schools with library facilities in India as presented in Table - 6.

TABLE - 6
Number of H.S. Schools with library facilities in India

<table>
<thead>
<tr>
<th>Area</th>
<th>Total number of H.S. Schools</th>
<th>Schools having Libraries</th>
<th>% of Schools having Libraries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural</td>
<td>4097</td>
<td>3906</td>
<td>95.33</td>
</tr>
<tr>
<td>Urban</td>
<td>5408</td>
<td>5195</td>
<td>96.07</td>
</tr>
<tr>
<td>Total</td>
<td>9505</td>
<td>9101</td>
<td>95.75</td>
</tr>
</tbody>
</table>

The findings of investigation on educational facilities of Secondary Schools in and around Guwahati conducted by Miss Das (1986)\(^3^0\) indicates that the Secondary Schools of Guwahati are running with very poor

facilities required for promotion of teaching-learning process.

Bose et al (1965) investigated the educational facilities available in the H.S. schools of West Bengal. His findings were -

1. Existing conditions did not allow the students adequate freedom of choice of their subjects.
2. Library facilities were very poor in many of the schools.

School playground had been considered in the policies on education as important for educational progress as school building with their class rooms and other paraphernalia. A school which has no playground has no right to exist, for playground is said to be the cradle of democracy. The position of playground facility of H.S. schools in Assam is presented in Table-7, as in 1979 and the similar position as in 1982 presented in Table-8.

### TABLE - 7

Availability of play-ground facility in H.S. schools (recognized) in Assam as in 1979

<table>
<thead>
<tr>
<th>Rural</th>
<th>Urban</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Schools</td>
<td>Percentage</td>
<td>No. of Schools</td>
</tr>
<tr>
<td>Rural</td>
<td>Urban</td>
<td>Total</td>
</tr>
<tr>
<td>-------</td>
<td>-------</td>
<td>-------</td>
</tr>
<tr>
<td>14</td>
<td>34</td>
<td>48</td>
</tr>
</tbody>
</table>

Source: Third All India Educational Survey: School Building, 1979

### TABLE - 8

H.S. Schools having play ground in Assam, as in 1982

<table>
<thead>
<tr>
<th>Rural</th>
<th>Urban</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Schools</td>
<td>Percentage</td>
<td>No. of Schools</td>
</tr>
<tr>
<td>Urban</td>
<td>Total</td>
<td></td>
</tr>
<tr>
<td>-------</td>
<td>-------</td>
<td></td>
</tr>
<tr>
<td>55</td>
<td>84.20</td>
<td>54</td>
</tr>
</tbody>
</table>

Source: Fourth All India Educational Survey: 1982
### TABLE - 9

Higher Secondary Schools according to
Games Played and Materials available for
these games in Assam as in 1986

<table>
<thead>
<tr>
<th>Games Played</th>
<th>Materials Available</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foot Ball</td>
<td>295</td>
</tr>
<tr>
<td>Hockey</td>
<td>0</td>
</tr>
<tr>
<td>Cricket</td>
<td>65</td>
</tr>
<tr>
<td>Basket Ball</td>
<td>69</td>
</tr>
<tr>
<td>Volley Ball</td>
<td>174</td>
</tr>
<tr>
<td>Badminton</td>
<td>193</td>
</tr>
<tr>
<td>Shalput</td>
<td>150</td>
</tr>
<tr>
<td>Javelin</td>
<td>121</td>
</tr>
<tr>
<td>Hammer</td>
<td>2</td>
</tr>
<tr>
<td>Disc Throw</td>
<td>102</td>
</tr>
<tr>
<td>Gymnastics</td>
<td>80</td>
</tr>
<tr>
<td>Athletics</td>
<td>62</td>
</tr>
<tr>
<td>Kabadi</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: Fifth All India Educational Survey
Vol. II, 1986
The educational policies formulated so far have given importance on other infrastructural facilities like museum, school farm, hostel etc. Such facilities are also recommended by the Education Commissions. An outstanding development of modern education is the increased use of sophisticated devices which helps pupils and teachers to enhance the efficiency of teaching-learning process. Such sophisticated devices are - audio-visual aids. Use of slide projectors, charts, maps etc. provide effective communication of knowledge, establish and correlate accuracy, concepts, interpretations and appreciations, roes interest and even evokes worthy emotions. Such aids are most effective communication media for +2 stage of education at the modern stage of development.

EDUCATIONAL PLANNING:

(i) National Planning Committee:

Educational planning in India started with the formation of the National Planning Committee. The National Planning Committee later on converted to National Planning Commission in 1938 after the introduction of provincial autonomy in the country under the Government of India Act, 1935. The first Chairman of the
National Planning Commission was Pandit Jawaharlal Nehru. Two Committees were set up in the field of education, one for general education with Dr S. Radhakrishnan as the Chairman and the other for technical education and development of research under the Chairmanship of Dr M.N. Saha. A tentative report prepared by the sub-committee on general education was considered by the National Planning Committee. But the report of the sub-committee on technical education and development of research could not even be considered. The work of the Planning Commission remained stand still till 1947 due to disturbance in Independence movement. A volume of education was brought out in 1948 by the General Secretary of the Committee. The volume contained a broad outline of the work done in planning educational development. The main significance of the National Planning Committee is historical. It was the first organisation to think of preparing a plan of educational development.

(ii) The Surgent Plan:

John Surgent, the then Education Commissioner to the Government of India prepared a comprehensive educational plan in 1944. The plan contained proposals on different aspects of educational re-construction such as basic education, adult education, welfare of school
children, school building, recruitment, training and condition of service of teachers and the technical education. The plan was presented to the Central Advisory Board of Education and was approved with slight modifications.

(iii) National Council for Educational Research and Training:

The National Council for Educational Research and Training (N C E R T) was set up on 1st September, 1961 as an autonomous organisation under the Ministry of Education, Government of India. The Union Minister for Education is its President and all State Education Ministers are its members. The Secretary to the Minister of Education, Government of India is its Director and an officer of the Ministry is the Joint Director.

The N C E R T functions as an Academic Adviser to the Ministry of Human Resources Development, Government of India in implementing policies and major programmes in the field of education particularly school education. Its main objectives are to promote, organise and foster research; to organise advanced level training; to disseminate knowledge of improved educational techniques and practices in the school system and to act as a clearing house and with this object undertake
special studies, surveys and investigations. The N C E R T provide training (pre-service and in-service) to teachers of pre-primary, elementary, secondary and higher secondary and also in such areas as vocational education. A part of its effort to bring about qualitative improvement in school education, the Council-
1. conducts, aids, promotes and co-ordinates research in all branches of school education and teacher education
2. organises pre-service and in-service training of teachers mainly at the advanced level
3. organises extension services for institutions, organisations and agencies engaged in educational reconstruction
4. develops and experiments with improved educational techniques, practices and innovations
5. collects, compiles, processes and disseminates educational information
6. assists the State/UT governments and State/UT level institutions, organisations and agencies in developing and implementing programmes for qualitative improvement
7. collaborates with international organisations like U N E S C O , U N I C E F , U N D P , U N F P A and with national level educational institutions of other countries
8. Extends facilities for training and study to educational personnel from other countries and
9. Serves as the academic secretariat of the National Council for Teacher Education (NCTE) and the National Development Group (NDG) for the Asia and Pacific Programme of Educational Innovations for Development (APED), UNESCO, Bangkok.

(iv) Administration and Supervision:

(a) Institutional Planning:

Institutional planning is required to make the educational planning in the country more realistic. Institutional planning is a recognition of the role of teachers and educational administrators in the process of planning of education in the country. It is only in educational institutions that education comes to life and symbolically brings other to life. So, the best start for educational reforms will be the institution for that is an indispensable base for National Education Planning. One of the major objectives of institutional planning is the optimum use of existing resources for ultimate improvement of educational system in all its parameters. Institutional planning is an important part as well as basic to educational planning at State or National level.
In a study of factors hindering school improvement, Bakhshi (1980) found that (i) Leadership behaviour, the school climate, teachers morale and change-proneness of teachers and Principals did not significantly influence the school adaptability (ii) The District Education Officer's role was seriously limited in the kind and amount of help he could render to schools (iii) The District Education Officers perceived a tremendous scope for change and improvement in the school (iv) The various levels at which barriers to change existed were administration, school heads, teachers and to some extent even the community (v) The attitude of the Principals and the teachers indicated apathy to change and improvement (vi) Additional barriers to change as identified in the study were - inadequate physical and temporal facilities, school personnel and programmes which were out of tune with the needs and requirement of the community and geographical and development conditions and cultural mores like community's resistance to change.

A National Seminar on Institutional Planning was organised by the N C E R T during November 3 - 5, 1968. The recommendations of the seminar on the responsibility of the Principal was that the Principal as the leader of a school has to discharge two functions (i) as an administrator (ii) as the supervisor. To be an effective leader or supervisor, the Principal must possess three types of skills (a) technical skills (b) personal and social skills and (c) conceptual skills.

The major areas of institutional planning are (i) academic programmes (ii) co-curricular areas (iii) in-service programmes and professional growth of teachers (iv) school services and (v) maximum utilisation of school resources. The success of institutional planning, implementation of proper evaluation will depend on dynamic leadership, initiative and personality of the District Education Officers. He will be instrumental in encouraging good work by securing special development grants for the schools on the basis of the performance.

(b) Administration and Control at State and District Level:

Constitutionally education is a State subject. The educational progress in the States is now more dependent upon the financial allocation and priorities decided at the centre by the Planning Commission and by the Ministry of Education than upon any decision taken by the States at their own level. In every State, the Department of Education is in the charge of the Minister of Education. The Education Secretary for most of the purposes acts as a superior end controlling officer to the Director. As he is usually not an educational expert, his thinking is dominated too much by administrative and financial consideration. The Director of Education has diverse and manifold duties to perform. It is natural therefore, that he has Additional Directors, Joint Directors and Deputy Directors attached to his office at the State Head Quarters to assist him in the administration and control of secondary education including H.S. stage. The Director has other deputies to perform similar functions in other branches of education. The fast expanding and changing Secondary and H.S. education today need expert outlook in expanded form. So, it becomes impossible to provide effective administration and control on the fast changing and expanding secondary
and H.S. education considering the recommendations of Education Commissions. The major problems of H.S. education faced by the administrative and control machinery are upgrading of high schools into H.S. schools, establishment and expansion of H.S. and M.P. schools, in-service teacher education, examination reform, providing better science education, vocational education, improvement and modernisation of school building and other infra-structural facilities etc.

Prior to the constitution of Assam as a chief commissioner province, the educational institution of upper Assam and central Assam were under the control of one Deputy Inspector in each whereas lower Assam was under the supervision of two Deputy Inspectors. The work of the general supervision of the low grade schools was entrusted with the Sub-Inspector of schools. The internal administration of the schools was left to the hands of the Head Masters and the important powers of supervision and control and particularly in the matter of discipline were placed in the hands of the Managing Committees. An additional of the constitution of such Committees in aided schools was the representative from the teaching staff. The Head Master was an ex-officio member and ordinarily the secretary of the Committee. 34

The re-organisation of the whole education system in Assam in 1972 on the line as recommended by the Kothari Commission (1964-66) demands immediate change in the traditional pattern of administration system of education. The present system of education demands quick and efficient service of the administrative machinery which is now engulfed in the bureaucratic covering. In the same way, supervision and inspection also need an overall change to gear up the process of re-organisation of educational administration. 35

At the Directorate of Education, Assam, the administrative set up for different stages of education has expanded with upgradation of posts. Separate Directorates for Higher, Secondary and Elementary education have created with a Director as head in each Directorate. Now the Secondary and Higher Secondary education in Assam is managed under the administrative control and supervision of the Director of Secondary Education.

In democracy it is essential that well-informed and expert non-official opinion should have a place in

forging the State Educational Policy. The Directorate of Education and the secretariat cannot be the sole shape of the State educational policy. One way to get the benefit of the non-official opinion and advice in deciding principles, priorities and procedures of implementation is to set up Advisory Boards or Councils in each of the important branches of administration. 36

Assam has placed the Secondary Education Act in the statute. For administering Secondary and Higher Secondary education, most of the States have continued to adopt the erstwhile Revenue Districts as School Districts. This as a legacy of the past, Assam is following the Revenue Districts as School Districts for Secondary and H.S. education. Inspectors of schools are the district heads in respect of educational administration, supervision and inspection, the topmost being the administration at the State Head Quarter by the Directorate. The district and regional level officers involve a measure of delegating some functions of the Directorate to ensure closer supervision of the work of school district.

36. The Fourth Indian Year Book of Education - Secondary Education; N C E R T (1973); p - 254.
to short circuit the administrative correspondence and provide better educational leadership to the base administrative units. However under the modern concept and system of education particularly at 4 2 stage, a new role is emerged for the educational administrators. For those who are actually in the field needs to be trained up on fresh thinking and know-how of new administrative approaches.

Malhotra (1988) suggested that - The new thrusts and changes recommended make it imperative that appropriate steps be taken for improving administrative capabilities at all levels for the formation, planning, implementation, monitoring and evaluation of programmes. The existing structure of planning, monitoring and evaluation would have to be strengthened considerably, particularly for building up capabilities at district and State levels. Procedures for timely monitoring and evaluation of the project programmes would need to be instituted in every level of educational administration so that corrective action could be initiated as and when

required without delay. Programme for training of educational administrators should be strengthened with a view to strengthening the administration and build up management capabilities at the State level. The quantitative expansion of educational facilities and the appointment of teachers have for outstripped the existing supervisory machinery which falls below the level required to link effectively the educational planners and administrators on the one side and the institutions on the other. The enormous expansion in education has increased the responsibilities of the Inspector manifold and he is no in a position to discharge his responsibilities effectively and efficiently. Another aspect that needs serious consideration is the effective functioning of the subject inspectors of schools, particularly in the secondary stage. The most fundamental issue which needs constantly keeps in mind is the stark statistic reality. Whereas we have more than 290 million literate people in our country (more than the entire population of the USA), there are over 400 million who are illiterate. We have 110 million children in the school system, about five million school teachers and 500 thousand schools. There is need for a new ethos in policy, in planning and in the administrative set up - one that would not only control the educational system but would also reduce disparities.
The findings of a study on inspection and supervision conducted by Dahake (1979) are (i) There was no effective change in the participative practice of supervision with the introduction of the new syllabus (ii) In general, no change was evident in the perceptions of supervisors and teachers except more stress being laid on daily lesson notes and unit plans (iii) The work-load of Inspectors had increased but, that of heads was not affected adversely due to the change (iv) There was no major change in outlook of supervision and the planning of inspection programmes (v) The inclusion of subjects like compulsory science, new mathematics, work experience, social science was profitable (vi) The change in the educational system had not changed the concept of Inspectors except a change in the topics and items of discussion during inspection (vii) Teachers were generally in favour of inspection by a panel of experts (viii) The new educational system had not increased the office work of heads of schools affecting their supervision and teaching work (ix) The change in the syllabus

had not generally affected participative supervision, the workload, the outlook of supervisors, planning of inspection and the concept of inspection (x) The curriculum appeared to have fulfilled the objective of adolescent and democratic society (xi) Several teachers followed new methods in teaching and inspection of schools served helpful and useful purposes.

Excellence and quality always filter down from the top leadership and unless and until there is quality at the top, it is idle to expect anything worthwhile below (Mathur, 1981)39

Bora (1970)40 concluded in his study on supervisory practices of aided secondary schools in the plain districts of Assam that - many of the maladies of the present day educational system would be eliminated if the supervision is carried out effectively and efficiently. He further observed that so long our supervision are busy with 'files' and 'reports' the state of

affairs is not going to improve and day by day this situation would create newer problems which would be fatal to the cause of education.

Financing Of Higher Secondary Education:

The Indian Constitution contains a very elaborate scheme of Centre-State distribution of powers and functions. Entry 65 of the Union List (List - I) deals with Union agencies and institutions for (a) professional, vocational or technical training or (b) the promotion of special studies or research or (c) scientific or technical assistance in the investigation or detection of crime. Subject to what has been included in List - I, 'education' is a State responsibility. Entry '11' of the State List deals with education including Universities. Under the entry, a State can impose restriction on the management of educational institutions in matters relating to education with a view to their proper administration.

Expenditure on education incurred in various forms and in different stages increased from year to year. The total recurring expenditure on High and Higher Secondary schools during 1951-64 was as shown in Table - 10.
TABLE - 10

Direct expenditure on Secondary Education,
1951 - 64 ( Rs. in 000's )

<table>
<thead>
<tr>
<th>Item</th>
<th>1950-51</th>
<th>1955-56</th>
<th>1960-61</th>
<th>1963-64</th>
</tr>
</thead>
<tbody>
<tr>
<td>High/ Higher Secondary school</td>
<td>230,450</td>
<td>3,76,144</td>
<td>689,117</td>
<td>1,055,446</td>
</tr>
</tbody>
</table>

Source: The Fourth Indian Year Book: Secondary Education; NCERT, p - 271.

The percentage distribution of expenditure on Secondary/ H.S. education during 1951-64 was as shown in Table - 11.

TABLE - 11

% distribution of expenditure on Secondary and H.S. education in relation to total expenditure on education.

<table>
<thead>
<tr>
<th>Item</th>
<th>1950-51</th>
<th>1955-56</th>
<th>1960-61</th>
<th>1963-64</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary/ H.S. education</td>
<td>18.9</td>
<td>21.1</td>
<td>27.7</td>
<td>30.7</td>
</tr>
</tbody>
</table>

Source: The Fourth Indian Year Book: Secondary Education, NCERT; p - 273
The percentage allocation of expenditure on secondary education in the first three Five Year Plans is shown in Table - 12.

**TABLE - 12**

Percentage allocation of Plan Expenditure in relation to total expenditure on education in the three Five Year Plans (1951 - 66).

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary/H.S. Educa-</td>
<td>13.1</td>
<td>18.7</td>
<td>25.4</td>
</tr>
<tr>
<td>tion</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Government of India; Planning Commission (Education Division), New Delhi.

In the First Five Year Plan, primary education received the highest priority, while secondary and technical education and University education and other schemes shared the allocation of funds almost equally. But, in the Second Plan, high priority seems to have been given to secondary, University and technical education. In the Third Plan, the focus was on primary and secondary education.
The plan outlay and expenditure on education in Five Year Plans are shown in Table - 13.

**TABLE - 13**

Plan outlay and expenditure on education in various plans

<table>
<thead>
<tr>
<th>Plan</th>
<th>Outlay for Education (Rs. in crores)</th>
<th>% of outlay for education to total Plan</th>
<th>Expenditure on Education (Rs. in crores)</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>170.0</td>
<td>7.2</td>
<td>153</td>
</tr>
<tr>
<td>Second</td>
<td>277.0</td>
<td>5.8</td>
<td>273</td>
</tr>
<tr>
<td>Third</td>
<td>560.0</td>
<td>7.5</td>
<td>589</td>
</tr>
<tr>
<td>Fourth</td>
<td>822.0</td>
<td>5.2</td>
<td>786</td>
</tr>
<tr>
<td>Fifth</td>
<td>1285.0</td>
<td>3.3</td>
<td>912</td>
</tr>
<tr>
<td>Sixth</td>
<td>2524.0</td>
<td>2.6</td>
<td>2943</td>
</tr>
<tr>
<td>Seventh</td>
<td>6383.0</td>
<td>3.55</td>
<td>NA</td>
</tr>
</tbody>
</table>

The percentage of expenditure made by the centre and States in Five Year Plans on education are presented in Table - 14. Table -15 shows the contributions of the centre and States in plan outlay.

**Table - 14**

Percentage of expenditure on education made by the Centre and States in various Plans

<table>
<thead>
<tr>
<th>Plan</th>
<th>Centre</th>
<th>States</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>25</td>
<td>75</td>
<td>100</td>
</tr>
<tr>
<td>Second</td>
<td>25</td>
<td>75</td>
<td>100</td>
</tr>
<tr>
<td>Third</td>
<td>26</td>
<td>74</td>
<td>100</td>
</tr>
<tr>
<td>Fourth</td>
<td>33</td>
<td>67</td>
<td>100</td>
</tr>
<tr>
<td>Fifth</td>
<td>30</td>
<td>70</td>
<td>100</td>
</tr>
<tr>
<td>Sixth</td>
<td>30</td>
<td>70</td>
<td>100</td>
</tr>
<tr>
<td>Seventh</td>
<td>37</td>
<td>63</td>
<td>100</td>
</tr>
</tbody>
</table>

**TABLE - 15**

Contribution of the Centre and States in Plan Outlay for education

<table>
<thead>
<tr>
<th>Plan</th>
<th>Contribution of the Centre in outlay for education (Rs.in crores)</th>
<th>Contribution of the States in outlay for education (Rs.in crores)</th>
<th>Total (Rs.in crores)</th>
</tr>
</thead>
<tbody>
<tr>
<td>First</td>
<td>44</td>
<td>126</td>
<td>170</td>
</tr>
<tr>
<td>Second</td>
<td>70</td>
<td>207</td>
<td>277</td>
</tr>
<tr>
<td>Third</td>
<td>148</td>
<td>412</td>
<td>560</td>
</tr>
<tr>
<td>Fourth</td>
<td>271</td>
<td>551</td>
<td>822</td>
</tr>
<tr>
<td>Fifth</td>
<td>405</td>
<td>880</td>
<td>1285</td>
</tr>
<tr>
<td>Sixth</td>
<td>735</td>
<td>1789</td>
<td>2524</td>
</tr>
<tr>
<td>Seventh</td>
<td>1739</td>
<td>3994</td>
<td>5733</td>
</tr>
</tbody>
</table>

The resource allocation for education in Five Year Plans are shown in Table - 16.

**TABLE - 16**

Resource allocation for Secondary/ H.S. education in the Five Year Plans (Centre and States)

(Figure in crores of rupees) (Fig. in brackets are in %)

<table>
<thead>
<tr>
<th>Item</th>
<th>1st Plan</th>
<th>2nd Plan</th>
<th>3rd Plan</th>
<th>4th Plan</th>
<th>5th Plan</th>
<th>6th Plan</th>
<th>7th Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondary/ H.S. Education</td>
<td>20</td>
<td>51</td>
<td>103</td>
<td>140</td>
<td>156</td>
<td>398</td>
<td>1000</td>
</tr>
<tr>
<td></td>
<td>(1.3)</td>
<td>(2.9)</td>
<td>(1.8)</td>
<td>(1.8)</td>
<td>(1.7)</td>
<td>(1.6)</td>
<td>(1.6)</td>
</tr>
</tbody>
</table>

Source: Planning Commission, Government of India;
Grants - in - Aid Pattern:

Grants are given by the government to non-government institutions to help them in financing Secondary/ H.S. education. The Grants-in-Aid rules are supposed to be so framed as to secure contributions to educational expenditure from private agencies to check profiteering and other malpractices and to determine grants on the basis of school efficiency. Grants are often given uniformly on admissible expenditure to all institutions while sometimes different rates are prescribed for institutions under different managements. The admissible or approved expenditure generally includes the salaries of teachers, establishment costs, dearness allowance, contingent expenses, contribution to provident fund and other expenses on account of rent, taxes and insurance. A variety of methods for assessing grants to secondary schools are followed all over India. They may be broadly classified into five categories as follows:

1) Proportional Grant System:

It allocates grants to schools at a certain proportion of the total expenditure.

2) Deficit Grant System:

It gives grant equal to the whole or a major part of difference between the total admissible expenditure and the approved income of the school during the
The approved income is calculated by multiplying the number of students in various classes by their standard rates of fees and adding to it the receipts from other sources and deducting from the total, some particular percentage (say 25%) of the income for fee remissions, contingency, furniture etc. and the public donations meant for building purposes. Generally $66^{1/2}$ to 100 per cent of this deficit is met from the grant. Assam is following this system.

(3) Salary Grant System:

Under this system, a proportion of the total expenditure on salaries and allowances of the teaching staff is given as grant-in-aid.

(4) Capitation Grant System:

This system calculates grants to schools on the basis of attendance of the pupils. The average attendance is reckoned at the end of the academic year, say 31st of March. At one time, this system was used for assessing grants for all purposes including salaries of teachers, but now it has abandoned.

(5) Multiple System:

Often a multiple system of grant-in-aid is adopted which combines two or more systems of computing grants.
The Central Schools in the States are financed by the Central Government and the State schools are of State responsibility. From the management point of view, the H.S. schools can be divided into four classes - (i) Government Schools (ii) Schools run by local bodies (iii) Private Aided Schools and (iv) Private Un-Aided Schools. The Government Schools are being run entirely by the governments. In this case besides government funds, the tuition fees are also a source of revenue. Schools run by local bodies are running mostly with their own funds. Government grants and tuition fees of these schools are also available. The main source of income of private aided schools are government grants, tuition fees and donation from public. Funds for un-aided private schools comprise mainly of tuition fees and donation from public.

In Assam, the system of running aided schools has been changed in the year 1986 and all the high schools have been provincialised and converted to H.S. schools. The provincialised schools of the State run by the government and accommodated in the State's education budget.
Higher Secondary Education In Five Year Plans:

Under the Constitution of India, education is a concurrent subject and educational planning therefore is done at two levels - Central and State. At the Central level the Planning Commission and the Ministry of Education prepare a national plan of educational development which consists of two parts - first a Central Plan dealing with the direct responsibilities of Government of India in education including schemes of financial assistance to State Governments for educational development in certain specific areas known as the centrally sponsored schemes and second an integral summary of the State Plans of educational development. At the State level, the planning and education departments prepare detailed plans of educational development in the State concerned. In due course an elaborate organisation has grown up at the Central and State levels for the formulation of Five Year Plans.

expansion of educational facilities from one plan to another has been a characteristic feature of educational planning in India. 41

The First Five Year Plan (1951 - 56):

The First Plan took note of the Constitutional provisions of Universal elementary education on the one hand and on the other hand of the recommendations of the University Education Commission (1948-49). It therefore emphasised the expansion of elementary education and reforms in Higher education. However, secondary education also received importance in the First Plan. In the first place the secondary education must be closely related to the psychological needs of the adolescents for whom it is being designed. Secondly it should be vitally related to the existing socio-economic situation in the directive principles of state policy laid down in the Constitution and the approved schemes for social and economic re-construction. In order to equip the youths adequately for the needs of the existing socio-economic situation, it is necessary to give

secondary education a vocational bias. Thirdly secondary education would grow from the education that is being given at the primary stage, i.e. it should be closely integrated with the basic education and its essential underlying principles.

The Second Five Year Plan (1956 - 61):

The Second Plan laid great stress on basic education. The Assessment Committee on Basic Education (1956) became the basis. In the field of secondary education, the plan programmes were planned on the recommendations of the Secondary Education Commission (1952-53). A sound system of secondary education which offers openings in a large number of different directions is an essential foundation for economic development in modern times. It is common ground that at the secondary stage of education there should be increasing diversification of courses, so that students could be guided and directed to secure training in courses according to their aptitudes and capacities. The object of proposed diversification is to be attained through the introduction of crafts and diversified courses, better facilities for science teaching, establishment of multipurpose schools and junior technical schools as well as upgrading of high schools to higher secondary schools. To enable students to enter an occupation at the end of the secondary course as semi-skilled
workers or for setting up small businesses of their own, the Second Five Year Plan provides for setting up of 90 junior technical schools.

The Third Five Year Plan (1961 – 66):

The Third Plan emphasised the requirement of technical manpower. Priorities were also given on Secondary education, Science education, Multi-purpose schools and Vocational guidance.

Secondary Education:— Shortcomings which have been observed in the working of multipurpose schools have to be remedied and the scheme placed on a stable footing educational and vocational guidance scheme programmes have to be extended to reach as many schools and pupils as possible. Several other measures have also to be taken to strengthen the entire programme of the secondary school re-organisation such as improvement in craft teaching, organisation of school libraries, the better use of audio-visual techniques etc. Special emphasis is therefore to be given in the Third Plan to the consolidation and improvement of quality in all aspects of secondary education re-organisation.

Science Education:— In the Third Plan, in addition to providing general science in all the secondary schools as a compulsory subject, more than 9,500 out of 21,800 secondary schools were also to have science as an elective
A number of supporting measures were also proposed to be taken to improve and strengthen the teaching of science. A scheme of Science Talent Search is to be introduced with a view to identifying promising talent at the secondary stage and providing opportunities for its development.

**Multipurpose Schools**

During the first two plans, 2115 multipurpose schools were established. During the Third Plan, it is proposed to concentrate on the consolidation of the scheme by strengthening the institutions already established, the programme of expansion being limited to about 331 new schools.

**Educational and Vocational Guidance**

It is proposed to strengthen the State Bureau of Educational and Vocational Guidance in such a manner to help them carry the guidance programme of career information service in as many secondary schools as possible.

**The Fourth Five Year Plan (1969-70 to 1973-74)**

The Fourth Plan took into account of the recommendations of the Education Commission (1964-66) and the resolution on National Policy on Education (1968). The chapter on Education was entitled "Education and Manpower" in the Fourth Five Year Plan Document.

A major task in the field of post-elementary education is to provide a large variety of vocational
courses for children who do not intend to continue their general education beyond the elementary stage. These courses have to be of varying durations depending upon the trades and vocations proposed to be learnt. The industrial training institutes will meet a part of this demand.

The Fifth Five Year Plan (1974 - 1979) : - The Fifth Plan provided modest outlays for education during the first three years of the plan. The rule of two Governments at the centre by different political parties i.e. the Congress upto 1977 and thereafter the Janatas - running in two opposite directions was not conducive to development. As regards secondary education, the Fifth Plan has been kept in view, the existing trend in the enrolment. While making provisions, note has been taken of the requirements on account of the introduction of the new pattern of education, vocationalisation at the secondary stage will be initiated in selected areas during the new two years.

The Sixth Five Year Plan (1980 - 85) : - The Sixth Plan perceived education broadly as a seamless continuum of life long learning and essential for human resource development. The emphasis in the development of education was on the optimum utilisation of existing facilities, qualitative improvement of the system and making available the educational services to the socially
deprived sections of the society. While it was recognised that financial outputs were important and necessary to create additional infrastructure, it was equally important to bring about changes and improvements in the system through increased attention to non-monetary inputs.

In the Sixth Plan, secondary education received special attention. The importance of secondary education to prepare manpower for economic development would stress the need to pay special attention to the quality of education in this stage. Science teaching should be strengthened and laboratory equipment provided, both for experimentation and demonstration. The curriculum in science and mathematics would continue to be reviewed and upgraded and pre-service as well as in-service training of teachers in all subjects promoted on an extensive scale. The educational system would also recognise the needs of the exceptionally talented children in the special courses or programmes of studies.

One of the important links between education and development is provided by manpower development through vocationalisation of secondary education related to employment. This has to be carefully designed based on detailed surveys of existing and potential work opportunities and available educational and training facilities. It envisages deepening of practical bias in the school education to be
supplemented by appropriate apprenticeship in actual field, farm or factory situation.

The Seventh Five Year Plan (1985 - 90):

The development of education during this period was marked by the formulation of the NPE, 1986 and the programme of action (1986). The Seventh Plan provided for the re-orientation of the education system so as to prepare the country to meet the challenges of the 21st century. Vocationalization of education, specially at the senior secondary stage was an important thrust area. The period saw for reaching political changes in the country. All the programmes as visualised in the original plan could not be carried out as the Congress lost power at the Centre towards the end of 1989.

During Seventh Plan, the demand for secondary education has been growing and the expansion of elementary education will provide further impetus to this growth. The projected demand for additional facilities will to some extent be met by better utilisation of resources in existing schools. Provision has been made for the purpose and for promoting distance learning techniques and open school systems. Unplanned growth of high and H.S. schools will be checked. Norms for the establishment of secondary schools will be evolved and strictly observed in order to
avoid proliferation of economically non-viable and educationally inefficient institutions. In extending the facilities, special facilities will be given to the needs of backward area of underprivileged sections of the population and of girls. Girls education will be free upto the H.S. stage.

The teaching of science and mathematics at H.S. stage of education will be strengthened and made universal.

The programme "Socially Useful Productive Work" would allow for better utilization and integration of community expertise in the teaching-learning process and the use of facilities available with local industry and development institution.

In view of the importance of linking education with productivity, a major impetus will be given in the Seventh Plan to vocationalise the H.S. stage. Facilities for vocational education will be suitably diversified to cover a large number of fields in agriculture, industry, trade and commerce, and services. Vocational course in educational institutions will be introduced in a flexible manner linked to emerging work opportunities. Based on the evaluation of the non-going scheme of vocationalization, States are taking steps to re-organise and improve programme. The present wide reach of the media will be used
for improving education especially at the secondary stage.

One of the essential conditions for continuous improvement in the quality of secondary education is an effective system of in-service training of teachers. The N C E R T which has already initiated programmes in this regard will help the States build a network of this purpose.

Education has a crucial contribution to make towards promoting national integration, understanding and a sense of togetherness and harmony. There is therefore, great need for an integrated and value-oriented education with a national perspective.

Thakur (1990) commented that each country's situation is different enough to allow considerable discussion of what the appropriate strategy should be, but they will have a common, the idea that the present educational system serves development process that must be changed, hence education as it is now organised must also be changed. The order of the changes and nature of innovation for dismantling the present system must emerge from an analysis of the local situation, an analysis which in turn requires a comprehensive understanding of the social,

political and economic forces in a society.

The France Planning body plays an advisory role. It is not vested with the authority of implementation of the plan. It develops a kind of indicative planning where intersectoral targets are formulated after detailed consultation with various agencies (sectors) and analysis of data and plans are formulated with the help of modern planning techniques such as management by objectives and output budgeting. Educational plan forms a part and parcel of the general plans. The educational plan includes general education, vocational education, technical youth and adult education. The objective of planning determined on the factors influencing development of educational system, e.g. demographic (school age population), sociological, social demand (social aspiration to enrol children in all levels of education), economic demand (manpower needs) and political etc. 43

In a study of educational planning and policy, Saraf and Taploo (1986) 44 found that (1) For strengthening of planning management and policy formulation, the

43. U N E S C O (1975): The Place of Education in Inter-Sectoral Planning in France (Mimeo) and Poignant.

44. Saraf, S.N. and Taploo, A. (1986): A study of educational policy and planning in India; Role of Planning Commission-Current Status and future Perspective, N I E P A.
creation of a professional cadre, or Indian Educational Service was essential. A national system of education with co-curriculum might be organised. Peace setting institutions might be started to promote national unity and social integration. The role of the Regional Colleges of Education of the NCERT needed to be redefined so that they became effective instruments of trying out laboratories for experimenting with pragmatic programmes. As a measure towards professionalisation of the cadres, short-term induction programmes, on the lines of the National Academy of Administration, Mussoorie, needed to be organised periodically by the NIEPA and NCERT for key level personnel in order to introduce them to the concepts and techniques of educational planning, financing, management, evaluation, formulation of educational innovation projects etc. Education has to be linked with other development agencies. The existing maintenance and control-oriented machinery should be strengthened to function as a development-oriented organisation. Training for integrated micro-level planning should be an essential component of administrative machinery. The district should be considered as a unit of educational planning, management, evaluation and finance. Educational development programmes should be implemented as project-based models.
Our educational programmes should be geared to the manpower requirement of the country and suggested that guidance should be introduced to achieve this purpose. 45

Language Policy on Medium of Instruction:

English language had imposed by the British Administration as medium of instruction in Indian schools and study of English History in addition to Indian History made as a compulsory subject in schools. Here in Assam also indigenous education declined by 1840 and there was distinct indication that the Assamese people were desirous of receiving higher education which will make them fit for the duties of the government, consequently branch schools sprang up around Gauhati and by 1941 the number of such schools rose to 60. 46 Col. Jenkins also submitted a proposal to the government for the establishment of secondary schools teaching through the medium of English. Without waiting for the government sanction of his

proposal he raised by public subscription an amount of Rs.1740/- for the purpose of giving a start to such schools under European masters, at Gauhati, Darrang, Nowgong and Biswanath. The degrading effects of imposing english language as medium of instruction on the development of native language and culture had been gradually realised by the Indian intellectuals. Goroo Das Banerjee, the first Indian Vice-Chancellor, foreshadowed in broadlines " the entire pedagogic patterns of the National Council of Education " in the course of the Convocation Addresses (1890 - 1892 ) and suggested among others, the urgency of the introduction of the mother language as the medium of instruction. The National Council of Education was registered on June 1, 1906 under the Act XXI of 1860. The object of the Council is to impart education, literary as well as scientific and technical on national lines and exclusively under national control, not in opposition to, but standing apart from the existing systems of primary, secondary and University education. Education on national lines should imply among other things, imparting of education, ordinarily through the medium of the vernacular, English being a compulsory subject. The

47. Bengal Political Consultations (1847), July 10, No.211.
Calcutta University Commission (1917)\(^{18}\) stated that "We are emphatically of opinion that there is something unsound in a system of education which leaves a young man, as the conclusion of his course, unsuitable to speak or write his own mother tongue fluently and correctly. It is thus beyond controversy that a systematic effort must henceforth be made to promote the serious study of the vernacular in secondary schools, Intermediate Colleges and in the University. The elaborate scheme recently adopted by the University for the critical, historical and comparative study of the Indian vernaculars for the M.A. examination is by the copying stone of an edifice of which the base has yet to be placed on a sound foundation and it is only when such a structure has been completed that Bengal will have a literature worthy of the greatness and civilization of its people. " The Urgent Report (1944) recommended the mother tongue of the pupil as medium of instruction.

The NPE, 1968 gave much importance on the development of languages. The government of India resolves to promote the development of education in the country by adopting some principles. Development of languages

as one of the principles recommended by the National Policy of 1968. Urgent steps should now be taken to adopt regional languages as medium of instruction at all stages. On the three language formula introduced by the Education Commission (1964-66), the 1968 policy states that, at the secondary stage, the State government should adopt and vigorously implement the formula which include the study of a modern Indian language, preferably one of the southern language apart from Hindi and English in the Hindi speaking States. Hindi along with regional language and English in the non-Hindi speaking States, should be studies. Suitable courses in Hindi or English should also be available in Universities and Colleges with a view to improving the proficiency of students in these languages up to the prescribed University standard.

In a study of Indian languages problem, Yadav (1966) brings out the wider implication of change in media of educational instruction. A medium of instruction is one like a mechanical spare part merely to lay hands on to replace the old one in course of time, the established language gets so intimately mixed up with the whole

educational structure of the country that a change in the medium of instruction at the Universities affects the school curriculum, the administrative machinery and even aspects of national life not directly involved.

The question of the medium for higher education above secondary level has been beset with controversy. The issues were (1) Should Hindi replace English or (2) Should the regional languages be the medium or (3) should English continue. It was hoped that, ultimately, Hindi would become the language of higher education all over the country, but that it would be pre-mature to expect it to do so immediately. English would not continue for long - only as long as we require to prepare books, literature etc. in our languages. It would be retained temporarily, but gradually regional languages should substitute it. In most Indian Universities and Colleges to day, regional languages used alone with English for undergraduate education. Only in some places are they used for post-graduate education and research. However, despite the near unanimity on the desirability of using the mother tongue as the medium of instruction, there is a feeling current among academicians that those educated through a regional language are inferior to those educated through English. This appears to be so because of our prejudices in favour of English. But, this could
also be a fact. The reason could be that the children of the privileged classes who have more facilities which they have had through generations have studied in good schools which teach through English while the first generation learners, the children of the poor have had a poor education in municipal schools from indifferent teachers, with no motivation. Yet one often come across great depth of understanding among poor Indian language-educated University students as compared to the superficially of many of the English educated ones. Compare this sense of inferiority with which we suffer. 50

English having been made the medium of instruction in all higher branches of learning has created a permanent bar between the English educated few and the uneducated many. It has prevented knowledge percolating to the masses. The excessive importance given to English has cast upon the educated class a burden which has maimed them mentally for life and made them strangers in their own hand. 51


51. Ibid., p—216.