CHAPTER - VIII

PROFESSIONAL REQUIREMENTS AND DEMAND WITH

THE STATUS OF HIGHER SECONDARY

EDUCATION IN ASSAM
The status standard of H.S. education for quality achievement depends amongst other factors upon the job and professional requirements. An effective education at the +2 stage is directly linked with the fulfilment of job and professional requirements. The Principal and the Subject Teachers are the key staff for H.S. education in H.S. schools. Similarly, the college teachers and the Principal of colleges are the key staff for H.S. education runs in colleges. Implementation of any programme of education requires a large number of manpower at operational levels. For a long period, secondary education in this country aimed chiefly at preparing students for entrance into Universities and technical colleges. It was neither made widely available nor was it sufficiently diversified. It developed a manpower constraint in as much as economic considerations did not appear to affect its course and pattern. The efforts made since independence to reform it highlight the concern of educationists and planners over the imbalance between secondary education and changing social and economic needs. The
correction of this imbalance by adopting a manpower approach is however, beset with many difficulties.

Introduction of new subjects, new system of examination, course contents, diversification, all such changing situation demand for professional manpower with specialised education and training. The government both at the centre as well as in the States though have given sufficient efforts to create manpower resources to meet the demands of H.S. education in the country, the scarcity of teachers in many subjects still prevail. The Fifth All India Educational Survey has evaluated the H.S. teachers in position and sanctioned posts in India. There are 15,485 H.S. schools in the country, out of which 7,136 (46.14%) are in rural areas. In all there are 4,26,199 teachers working in H.S. schools which constitutes 97.13% of the total sanctioned posts. The teachers of H.S. schools represents 11.69% of all the teachers teaching at the total school stages in the country. There are 1,61,827 (37.97%) teachers working in rural H.S. schools. Further it is observed that 96.66% of the teaching posts in rural areas and 97.72% of the teaching posts in urban areas have been filled. In rural

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and urban areas, the schools run by the private unaided agencies have the largest percentage of vacant posts. Managementwise the schools run by the government have the maximum number of teachers (39.40%) followed by the private-aided schools (31.47%), the total body schools (22.37%) and private un-aided schools (6.76%).

With the introduction of multi-purpose secondary education as per recommendations of the Secondary Education Commission (1952-53) demand for qualified and trained personnel in various subjects incorporated in secondary and H.S. education prevailed. At the same time the feasibility of expansion programmes and financial limitations have been major determinants of the expansion of secondary and H.S. education in India. The multi-purpose secondary education introduced in India could not satisfy the needs and aspirations of people as a result of which the Education Commission (1964-68) was set up to examine the problems and suggest an relevant system of education for the country. The Commission has concluded that multi-purpose secondary education has not been successful in India. It has therefore recommended that the country should move towards a system of common general education for 10 years followed by a H.S. stage of two years of general education or one to three years of vocational education. The problem of scarcity of teaching personnel
again arose while implementing the recommendations of the Education Commission (1964-66). With a view to liquidate this problem, the government both at the national and State level has given sufficient stress in teacher's education by creating training institutions, expanding colleges of education and organising various training programmes in various subjects. The University education upto the Master's and Ph.D. level has expanded rapidly. Another important factor creating crisis in teaching personnel is the unwillingness of talented students to join in teaching profession. A study regarding attitude of 100 B.Ed. women students revealed that most of these students had B.A. or M.A. degree, very few had B.Sc. or M.Sc. degree and none had B.Com. or M.Com. degree. The data showed that the women students had an ideal or a fair attitude towards this profession. They felt that this profession could fulfil one's primary needs, remove the traditional drawbacks of the society, make them financially independent and enable them to render financial help to the family. Women trainees felt that this profession was most suitable to them, while

men trainees opted for the training because of the scope for pursuing higher studies while in service.\footnote{145} Reasons for joining teaching profession were studied by Indra-Lekha (1974)\footnote{146}. The findings of this study are that - love for teaching, interest in child development, love for children, intellectual reasons - desire for acquiring more knowledge, scope for further study, availability of better library services, scope for keeping in touch with education and educationists. Situational reasons - responsibility of the profession, honesty, idealism, simplicity, fairness, free hours, free thinking; equipment reasons - temperamentality suitability of the subject for the profession; social reasons - encouragement from colleagues and others; philanthropic reasons - desire to serve others and circumstantial reasons - need for staying at home (close to the school), easy availability of the job, non-availability of any other profession, noblest and safest.

\footnote{145. Limaye, N.M. (1973) : A study of Educational, Social, and Economic problems of graduate teacher trainees in the Colleges of Education in Poona for the year 1971-72.}

\footnote{146. Indra-Lekha, R. (1974) : A comparative study of the attitude of men and women teacher trainees towards reaching as a career in some of the teacher training Colleges ; M.Ed. Dissertation, Govt. Training College, Pudukottai, Tamil Nadu.}
profession for ladies etc. were significant determinators of the choice of student teachers for joining the profession.

Under the diversified sphere of circumstances insufficiency of teaching personnel had been posing problems to the H.S. education. In recognition of the importance of teachers and their role in developing the nation's human and material resources, the government of India appointed two teachers Commissions - one for the school teachers and the second for teachers at the higher stage of education including technical education. Six most important recommendations of the National Commission on teachers - I are:

1. The nation must unreservedly commit itself to the welfare of the teacher and also to the raising of its status in society.

2. The teacher in turn, is expected to dedicate himself to his duties and to the improvement of the professional competence and career.

3. Teachers organisations have a very constructive role to play in determining the quality of the teaching profession.


Controller of Publication, Delhi, 1986.
(4) In the new education policy of the government, the goal of the universalisation of Elementary Education must not only find its due place but also must be backed up by adequate financial resources.

(5) It is very clear that unless budgetary allocations of the Union and the State government for education are substantially raised, the aims of teaching profession and the ideal of a new educational system will continue to elude.

(6) It will be possible for the government to undertake in co-operation with the voluntary agencies and the public, necessary steps to change our educational system making it more relevant both to our traditional roots and the present socio-economic needs.

Creation of a reasonably high status of teachers is a basic need to attract good quality students to the teaching profession. From the nation's point of view, the teaching profession in this country will not be able to attract and retain persons of ability. The National Commission on Teacher-I (1983-85) examined the problem of turning away of a growing number of teachers and parents from the idea of accepting teaching as an attractive career for their wards and suggested measures for building teaching as an attractive profession. The 1966 Inter-Government Conference of UNESCO to which India is signatory defined the term 'teacher status' as "meaning both
the standing and regard the society accorded them as evidenced by the level of appreciation of the importance of their function and competence in performing it, as well as working conditions, remuneration and other material benefits accorded them relative to other professional groups." The National Commission on Teachers identified five determinants of teacher status in India. These are -

(1) The academic and professional requirements for entry into the profession.

(2) The professional responsibilities assumed.

(3) The financial and other economic benefits.

(4) The freedom of teachers to take part in public affairs and

(5) The degree of public recognition.

The National Commission on Teacher-II (1983-85) suggested for improving the living and working conditions of teachers throughout the country. The Commission recommended that the salary scales, dearness allowance, promotional opportunities, working conditions as well as service conditions, particularly such as study leave and sabbatical leave must be uniform for the whole country except for hardship allowances in difficult areas such

148. National Commission on Teacher-II (1983-85) :
Controller of Publication, Govt. of India,
Delhi, 1986.
as Ladakh, Lahwal Spiti, North Eastern Region etc. The benefits and facilities in cash or kind other than salary recommended are - (a) Providing housing facilities as far as possible on the campus or near it (b) Providing medical allowance and full pay leave for major diseases like cancer, TB, heart ailment, accident etc.

Professional Requirement for General Courses:

The H.S. and Multipurpose schools introduced as per recommendations of the Secondary Education Commission (1952-53) suffered badly due to shortage of staff in appropriate areas of specialisation and administration. Austin (1973) \(^{149}\) commented that "the multipurpose school experiment began with a funfare of publicity and with great expectations of transforming the stereotyped pattern of Secondary Education in the country. Unfortunately, however, because of a complexity of factors, material and human, this historic seminal educational experiment never quite got off the ground except perhaps in a few individual multipurpose schools where enlightened heads made it work more or less successfully."

The old pattern of eleven year H.S. and Multi-purpose education had been converted to two years H.S. education as per recommendation of the Education Commission (1964-66). In Assam the Board of Secondary Education came into existence as a result of the Assam Secondary Education Act of 1961 which came into force with effect from 29th January, 1962, with the purpose of regulating supervising and developing the system of Secondary education in Assam. There was dearth of teaching staff in some of the general subjects at H.S. stage though not to the extent of Science and Vocational subjects. A good number of graduate teachers were engaged in teaching science subjects in H.S. level due to shortage of teachers with post-graduate qualification. The professional requirements for general subjects have been in increasing trend with the increase in the number of H.S. schools. Upto 1986, 336 number of H.S. schools were established out of which 152 schools were offering science stream, 336 schools offering Arts stream, 20 schools providing Commerce stream and 7 schools providing Home Science group. The teaching posts sanctioned and in position in H.S. schools of Assam as on 30-9-86 are presented in Table-34.

The number of science teachers having post-graduate degree as on 30-9-86 was 474 out of which 3 teachers possessed Ph.D. degree.
### TABLE - 34

Teaching posts sanctioned and Teachers in position in Higher Secondary Schools of Assam as on 30-9-86

<table>
<thead>
<tr>
<th>Class</th>
<th>Rural</th>
<th>Urban</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC Male</td>
<td>214</td>
<td>104</td>
<td>318</td>
</tr>
<tr>
<td>SC Female</td>
<td>48</td>
<td>33</td>
<td>81</td>
</tr>
<tr>
<td>Total</td>
<td>262</td>
<td>137</td>
<td>399</td>
</tr>
<tr>
<td>ST Male</td>
<td>364</td>
<td>112</td>
<td>476</td>
</tr>
<tr>
<td>ST Female</td>
<td>69</td>
<td>41</td>
<td>110</td>
</tr>
<tr>
<td>Total</td>
<td>433</td>
<td>153</td>
<td>586</td>
</tr>
<tr>
<td>Others</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>5,195</td>
<td>2,652</td>
<td>7,847</td>
</tr>
<tr>
<td>Female</td>
<td>908</td>
<td>1,078</td>
<td>1,986</td>
</tr>
<tr>
<td>Total</td>
<td>6,103</td>
<td>3,730</td>
<td>9,833</td>
</tr>
</tbody>
</table>

Source: Fifth All India Educational Survey: Vol. II.

The number of Subject Teachers and their qualifications requirement in H.S. school/ Junior College as recommended under clause 6(b) of the Revised Regulations on Recognition of H.S. schools and Junior Colleges, 1989 are as follows:"
There shall be at least one teacher in each subject in each section of Arts, Commerce and Science stream. In the case of Biology, one teacher each for Botany and Zoology shall be appointed. For Commerce stream, the teaching staff shall consist of -

i) One teacher each for English, M.I.L. and Economics.

ii) Three teachers (M.Com.) for Commerce elective subjects, one of whom must have specialisation in Accountancy.

(iii) Preferably one M.A./M.Sc. in Mathematics for teaching Commercial Arithmetic and Commercial Mathematics.

The qualifications of a subject teacher in H.S. school/ Junior college shall be:

At least second class Master's degree holder in the concerned subject with minimum of 45% marks in aggregate. A teacher may be allowed to serve upto the age of 60 years. However, upper age limit may be relaxed upto 63 years by the Council under special consideration.

patterns is the highest in the Union Territory of Chandigarh (100%) followed by the States of Punjab (99.6%), Haryana (99.1%), Himachal Pradesh (97.2%) and Rajasthan (96.1%) and the lowest in Assam (26.5%). The all India percentage of trained teachers in H.S. schools following new pattern is 89.6%. The Union Territories of Lakshadweep and Pondicherry have cent percent trained teachers. There are more than 90% trained teachers in 12 States and Union Territories viz. Andhra Pradesh, Bihar, Gujrat, Haryana, Himachal Pradesh, Kerala, Maharashtra, Punjab, Tamil Nadu and Andaman and Nicobar Island, Dadra and Nagar Haveli and Delhi. Their percentage lowest in Assam (25.5%).

Among all the subjects in general courses of H.S. education, the language subjects need the highest number of teachers being common in all the streams. However, the extension of University education in such subjects are fulfilling the requirement of qualified personnel. The major problem that are facing by the H.S. schools /Junior colleges are of shortage of facilities.

Professional Requirement For Diversified Courses:

Vocationalisation of H.S. education, though introduced by many States in India as early as 1960 as per recommendation of the Secondary Education Commission (1952-53), this historic educational experiment became
unsuccessful due to several reasons. Shortage of teaching personnel is one of the reasons of this failure. The pattern of diversification of H.S. education had been reviewed by the Education Commission (1964-66) and the new pattern particularly in the level of its introduction had been introduced in the H.S. schools of the country as per recommendations of the Commission. Since then the problems of diversification of H.S. education has been under constant review by Committees, Conferences and Seminars. The vocationalization of H.S. education in the +2 pattern of schooling was introduced in different States of the country since 1976. In Assam, only five H.S. schools opened vocational courses upto 1983. The number of H.S. schools having vocational courses have raised to 83 upto 1990. The demand for vocational teachers have also simultaneously raised.

There are more than 115 vocational courses already offered in various States and Union Territories in India under the vocationalization programme of H.S. education. In Assam, only four vocational courses were opened which has raised to 17 courses upto 1990. The professional requirement of vocational courses varies with the number of courses opened. The National Seminar on Vocationalization of Education which was held from 9th to 11th December, 1981 noted that the salary scales and qualifications of teachers varied a great deal from
State to State. The Seminar noted that different States have employed teachers from different categories such as the teachers of multipurpose schemes, the teachers of bifurcated courses making use of the existing teachers appointing from graduates etc., for teaching the vocational courses. The Seminar also noted that the qualifications and salary scales need modification in different States to accommodate professionals for para - medical technical and other courses. The provision of part-time teachers was not a passing phase since the vocational courses would keep on placing demands for the use of suitably qualified personnel in the community for teaching on part-time basis. The Seminar therefore recommended that in selection of part-time teachers, their communication abilities should be given due consideration along with their competence in practical works. The National Review Committee on Higher Secondary Education (1976) also recommended that at the start there should not be insistence on post-graduate qualification in respect of teachers of vocational courses. What is needed is means of developing the required skills and competencies in particular vocation and for the services of persons who have had actual experience on the job may be fruitfully utilised to teach vocational courses.

During last ten years, the teachers in position
has been improving due to increases in qualified and trained teachers for vocational courses opened in the H.S. schools of Assam. Sufficient number of vocational teachers have been recruited during the period for the H.S. schools of the State.

Professional Requirement for Administration of Higher Secondary Education:

At the school level the Head Master or the Principal holds the key position in school administration. For an efficient and effective administration, the head of the institution must possess some special qualities. Such qualities for leadership can be acquired through educational qualification and training. One head in each school is needed. The training requirement for a head in a wide field of education must be organised in teachers training Colleges. Professional training for headship is as important as for another technical vocation. The head is expected to set an example of effective teaching techniques. Since other teachers are to assist the head in the school administration, the qualities of teachers also reflect the administration within the school.

In Assam, the H.S. schools have one headmaster or Principal who is assisted by an Assistant headmaster or Vice-Principal. They are assisted by Subject Teachers
in administration of H.S. education in the school. The requisite qualifications for the Principal of a H.S. school/ Junior college recommended by the Assam Higher Secondary Education Council under Regulations on Recognition of H.S. Schools and Junior Colleges, 1989 are as follows -

A Principal must at least be a second class Master degree holder in Arts, Science, Commerce, Agriculture, Veterinary, Medicine, Engineering with a minimum of 45% of marks in aggregate, must not be less than 35 years of age and more than 60 years of age, must have at least 10 years teaching experience with a commanding personality, administrative ability and integrity. Retired persons may also be appointed and allowed to serve till 63 years of age with the approval of the Council. The present working Principals below norms prescribed above but approved by the State government may temporarily continue as Principals until replacement by duly qualified persons.

In the structure of administration of H.S. schools the lowest or the base unit of administration is the school district, the topmost being the administration at the State Head Quarters by the Directorate. For effective and creative administration of school system, it becomes necessary to have intermediate units of administration.
In Assam, the H.S. education is regulated by the Assam Higher Secondary Education Council and the administration is running by the Director of Public Instruction for Secondary education at the State level who is assisted by Joint Directors and Deputy Directors and Inspectors of schools at the district level. With the changing system of education, administration of education becomes complicated and needs training to serve efficiently. Educational administrators are to disseminate their services both as administrative as well as technical personnel. So, the administrative personnel as per requirement of the State are to be produced through training.

Desai (1973) assessed in his study on administration and control of Secondary Education, the following problems in the working of the present system of inspection of secondary schools.

(1) Inadequate inspecting staff

(2) The lack of specialised training as educational administrators and leaders in the case of inspecting officers.

(3) Bureaucratic strait-laced working of the inspector's office.

(4) The lack of up to date knowledge of recent advance in teaching, administration, supervision of academic work of schools and

(5) The complete subordination of their functions of educational leadership to routine functions of checking accounts and minor administrative details of schools.

No blazing of a new trail in secondary education as is being visualised is possible without an effective overhaul of the present school inspectorate in the States. The findings of the study on "The changes in secondary education in Assam from 1964 to 1974 and their influence on Higher Education in the State" 152 are:

(1) A number of significant changes have been introduced in secondary education of Assam.

(2) The changes were comprehensive and covered all aspects.

(3) Inspite of various changes introduced at the secondary stage regarding its structure, administration, teaching, curriculum and evaluation in the overall context of the new emphasis on improving the quality of Higher Education, the quality of general Higher Education was in general deteriorating.

(4) The numerical expansion of educational instructions had adversely affected quality at all levels.

(5) Overcrowding at higher educational institutions of a general nature was still alarming, jeopardising the educational atmosphere.

(6) The quality of secondary education did not improve, as the reforms introduced could not be implemented fully and in the desired manner to promote individual capacities and social efficiencies of adolescents.

(7) Wastage in higher education is still alarming.

(8) The changes were much needed and well intended. But for lack of will, means and conscious efforts on the part of all who were vitally concerned with the process, the schemes did not fully succeed. One reform had been replaced by another just like conducting some experiment in the laboratory.

An effective administration of education needs experts in subject cum method and in fields such as physical education, audio-visual education, art and crafts, commerce etc. So, a policy at the State level is to be formulated to recruit such personnel for educational administration who are experts and efficient.

**Professional Preparation and Professional Growth**

The success of the H.S. education depends largely upon how well the schools or colleges are staffed. In this
context the training of teachers in the required number is important. One of the important purposes of teacher training is to enable the student-teacher to secure sound healthy and rich professional growth so that he delivers the goods in an effective manner when he goes to school. Essential characteristics of teachers were studied by several researchers. In one of these studies based on the appraisal of teachers by self, pupils and administrators, the first ten preferences from the highest to the lowest in the order of frequency were effective personality of the teachers, thorough knowledge of the subject, use of proper teaching aids, use of suitable methods requiring pupil involvement, rapport with pupils, use of question-answer device to motivate and encourage pupils, adequate preparation, good discipline, lesson being interesting to pupils and proper use of chalk board. The first five characteristics which were ranked high by the teachers were - (1) thorough knowledge of the subject (2) interest in teaching (3) adequate explanations by the teacher (4) use of suitable methods requiring involvement of pupils and (5) lesson being interesting to the pupils. Science teachers considered pupils involvement as an important characteristic of most effective teachers, while non-science teachers kept thorough knowledge of subject by the teacher at the same position. More than 50% of
the characteristics of most effective teaching, revealed in the study were found to be present in majority of teachers. The five major characteristics of teachers which were considered best by the pupils were explaining the lesson well, teachers' interest in teaching, pupils understanding the lesson well, pleasant behaviour with the pupils and the giving of examples by teachers. 153

Professional preparation and professional growth in the modern system of education facilitates in providing human equipment for better and effective management of education in H.S. schools. The facilities for teacher education though intensified in India, during last decade are still inadequate to meet the professional requirement of H.S. schools/ Junior colleges particularly in diversified courses. In a study on learning of teachers in its historical perspective, it was found that, in India, a change in the attitude towards life and education as well as change in the economic status of teachers was needed. Also a change in syllabus and introduction of various modern techniques was felt by the investigation to make

training course workable and effective. Singh (1988) concluded that teacher education should be practical and relevant to the present day needs; it should be task-oriented, value-based and responsive to national needs. It should also be consistent with the accepted national goals and democratic values. It is often said that a good teacher is born and not made. It may be agreed that there are some qualities of a good teacher which are innate and inborn, verily given by nature as a gift. But still some qualities of a good teacher, could be acquired through effective teacher education and even if given by nature, there could be made more prominent. A person born with essential qualities of a good teacher can be made still a better teacher by giving him proper professional education. However what is most fundamental in this regard is that some professional education is a must whether one is a born teacher or otherwise.

154. Ghosh, R. (1974): A survey of the present system of teacher education in the USA, the UK and in India; Ph.D. Thesis, Ananda Ch. Training College, Jalpaiguri, W.B.

The study on effectiveness of media with reference to classroom ethos conducted by Singh (1987) highlights the need for the training of educational administrators and teachers. Taking into consideration the interdependence of the classroom ethos and the instructional media, a training programme for school administrators and teachers may be planned and strategies for achieving an ideal classroom ethos be defined. And thus, school effectiveness in terms of academic achievement, student and teacher satisfaction and other variables, qualitywise and quantitywise may be raised through selecting and developing appropriate instructional media for various topics of the subject, considering their capability of creating a better classroom ethos.

Apart from the requirement of training of teachers of general and academic courses, the need for reorganisation of teacher education for vocational courses has been realised. N C E R T in its document on "Higher Secondary Education and its Vocationalization" has recommended that teachers for the vocational subjects on which students spend considerable amount of their time, should possess basic vocational qualifications and expertise.

It has been suggested that part-time teachers and instructors (like doctors or motor mechanics) should be freely obtained from amongst those who are in the concerned vocation, even though they may not have a Master’s degree or a teacher training certificate. The involvement of professional experts in imparting training for skills would bring them into closer collaboration with educational activities and offer them opportunities to appropriate the problems involved in institutional training and the need for the provision of facilities by various industries, agricultural farms, commercial organisations, hospitals and so on. Teachers training takes time and the country cannot afford to wait until such teachers are available in sufficient numbers.

In "Learning to Do", the report of the National Review Committee on Higher Secondary Education with Special Reference to Vocationalisation, it has been said that unless a teacher is prepared by way of pre-service and in-service education take up these new challenges of education, the objectives of the +2 reform will be a non-starter. An emphasis on practical work and vocationalization of education has to be incorporated in the teacher education curriculum so that the availability of suitable teachers to teach vocational courses may be ensured for the future. Organisation of in-service teachers training for teachers of vocational courses on
mass scale needs involvement of the organisations and agencies connected to vocational courses such as ICAR, Agricultural Universities besides General Universities, Teachers Training Colleges, State Council of Educational Research and Training (SCERT), Board of Secondary Education and NCERT.

In Assam only three H.S. schools opened vocational stream in 1983-84 which has expanded to fifty H.S. schools upto 1990. Simultaneously the requirement of teaching personnel for vocational courses has been increased. Teacher preparation for unconventional vocational programme is a serious job. To impart skills of required depth and quality, only those who have specialised experience will have to be appointed and such instructors are not easily available. The teachers training programme both pre-service and in-service is to be organised extensively to meet the needs and demands of the +2 stage of education.