

CHAPTER V

***** EDUCATIONAL ADMINISTRATION
OF SECONDARY EDUCATION

PART I : Historical Development from
1854 to 1966

PART II: Present Educational Administrative
Set-up and State Level

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EDUCATIONAL ADMINISTRATION OF SECONDARY EDUCATION

PART I

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Introduction

This chapter is divided into two parts. Part I is going to deal with the historical development of secondary education administration from Wood's Despatch 1854 upto 1966 - Kothari Commission; and Part II is mainly concerned with the present administration of secondary education at different level, and its constitution, powers and functions.

Sources :

The main sources of data are, (i) Wood's Despatch 1854, Stanley's Despatch 1859, (ii) Report of the Indian Education Commission, ¹⁸⁸² (iii) University Education Commission (1902-04), (iv) Calcutta University Commission (1917-19), (v) Tarachand Committee Report (1948), (vi) Secondary Education Commission, 1952-53, (vii) Education Commission (1964-66), Government Education Policy 1904 and 1913, (viii) Government Resolutions and Acts, Government Publication and Reviews, Journals and important books related to the subject.

Definition :

(i) As in 1882, the Indian Education Commission defined the term 'Secondary education as the term is understood in India, may be given generally (though not in all cases accurately) described as that which leads up from the

primary to collegiate courses. But though its standard is everywhere higher than that of primary education, no definition can be framed which will exactly cover the subjects of secondary education in all provinces.¹

(ii) As Carter V. Good, defines 'Secondary education as a period of education planned especially for young people of age approximately 12 to 17 in which the emphasis tends to shift from mastery of basic tools of learning, expression and understanding to the use and extension of the tools in exploring areas of a thought and living and exploring and acquiring information, concept, intellectual, understanding and appreciations, often differentiated in varying degree according to the need and interest of the pupils may be either terminal or preparatory.'²

(iii) 'Psychologically, secondary education has often been defined as education of the adolescent.'³ But it was only after 1947 that secondary education started taking cognizance of what psychology considered as 'adolescent education with emphasis upon the age range of 14 to 17 years.

Secondary education is not a type of education. It is a stage of school education. It is the dividing line between the primary and ^{university} secondary education.

As looking from the above definitions, it looks like

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¹Report of the Indian Education Commission, Printed by the Superintendent of Government Printing, India, 1883, Calcutta, p.177.

²Carter, V. Good: Dictionary of Education, McGraw Hill, New York, 1959, p.43.

³The Fourth Indian Year Book. Secondary Education Pub. NCERT, New Delhi, 1972, p.76.

that, the secondary education is most controversial stage in educational set-up, because all phases and stages ~~set-up~~ of education are closely related, each stage not only determined by the quality and effectiveness of the following stage but in its turn being determined by the quality of the latter. In this inter-locking pattern, secondary education has a crucial role to play, because it is the stage which marks the completion of education for the large majority of our students. It is the secondary school that supplies teachers to primary schools and students to the universities. Thus an efficient system of secondary education is bound to effect adversely the quality of education at all stages. These all divisions of secondary education are made for the better, efficient administrative work and control of this stage.

'Administration of a secondary school of our country at present is a sharply different activity from that involved in the administration of a high school in the past.'¹ Because the number of different types of secondary schools ~~should~~ has increased rapidly, syllabus and curriculum has been enlarged, new equipments and buildings have gone up everywhere, the number of teachers and pupils increased into lakhs. So, it is necessary to consider or most important to consider carefully the administrative machinery that should be responsible for the improvement and spread of education of secondary education

¹S.N.Mukerji : Secondary School Administration (Its Principles and Functions in India), Acharya Book Depot, Baroda, 1963, p.1.

for its orderly development, any scheme or policy of reconstruction of secondary education.

Before we actually go through the historical development of secondary education administration, it is better to know the present pattern of secondary education and control or management existing in the country at present.

Pattern of System of School Classes in India at present

'Secondary stage of two stages middle and high/higher secondary stage. Middle stage education is provided in middle schools and in high/higher secondary schools, having attached middle classes. Similarly high/higher secondary education is provided in high/higher secondary classes. The statewide details of system of schools classes at secondary stage are given (in chapter on pattern of education I, (Table No. ^{P.66} 9-10). In most of the State/Union Territories, the duration of middle stage was three years, generally from class VI to VIII or class V to Class VII. The duration of high/higher stage varied from to five year.'¹

Administration and Control of Secondary Schools

At present secondary schools are managed and run by three agencies - Government (State and Central), local bodies (district boards or municipalities, and voluntary organisations religious organization and denominational bodies) registered trust boards) and private individuals (Tables S.11 & S.2)

¹Education in India - 1965-66, Vol.I, Ministry of Education and Social Welfare, Government of India, Pub.No.971, 1973, p.75.

Types of Management

(1) Government School (State and Central) : Schools directly managed by the State or the Centre form a comparatively small proportion of the total number. The large majority are under the private agencies. The State Government had some kind of control over (private) schools, through recognition, inspection, prescription of syllabus and provision of grant-in-aid through the department of education. The large majority schools run by are under the following kinds of managements:

(2) Local Bodies : (District boards, municipalities and cantonment boards as well as town area committee (Janpact Sabhas, Zilla Parishads and Territorial councils).

Although the main concern of local bodies is primary education, some secondary schools in different states were are also managed by them. Such schools are subsidized on scales and condition varying from State to State.

(3) Religious and Other Denominational Bodies : These agencies are responsible for running a large number of educational institutions in the country. They have contributed greatly to the expansion of secondary education and the maintenance of efficient standards. A number of religious organisation e.g., 'christian missionaries. D.A.V. Society, Brahmo Samaj, Muslim organisation and so on.'¹

¹S.N.Mukerji (Ed.) : Administration of Education in India, Acharya Book Depot, Baroda, 1962,p.212.

Table : C. : Number of High/Higher Secondary Schools by Management

Management	No. of High Schools		No. of Higher Sec. Ordinary Schools		Total Number of High/Higher Secondary Schools			
	1964-65	1965-66	1964-65	1965-66	1964-65		1965-66	
					Number	Percentage	Number	Percentage
Government	2,558	2,732	1,999	2,111	4,557	18.1	4,843	17.6
Local Bodies	3,512	4,023	376	396	3,888	15.4	4,419	16.1
University/Board	3	3	1	1	4	0.0	4	0.0
Private Bodies								
Aided ..	11,1910	12,263	3,614	3,943	14,804	58.6	16,206	59.0
Unaided ..	1,786	1,745	213	260	1,999	7.9	2,005	7.3
Total	19,049	20,766	6,203	6,7111	25,252	100.0	27,477	100.0

Source : Report : Education in India, Vol. I. Ministry of Education and Social Welfare,
Government of India, Pub. No. 971, 1973, p. 110.

I Management-wise Distribution of Middle Schools is given below :

Table : 5.2: Number of Middle Schools by Management

Management	1964-65		1965-66	
	Number	Percentage	Number	Percentage
Government	15,082	29.2	16,018	21.1
Local Bodies	38,497	53.3	40,197	53.0
University / Board	-	-	I	0.0
Private Bodies				
Aided	15,195	21.1	15,862	21.0
Unaided	3,379	4.7	3,720	4.9
Total	72,153	100.00	75,798	100.0

Source : Education in India - 1965-66. Vol. I. Report,
Ministry of Education and Social Welfare, Government of
India, Pub. No. 1973, p.82.

(4) Registered Trusts, Boards or Societies : There are certain registered trust boards maintain schools, which are run exclusively for certain purposes or for certain sections of the population, as laid down in their term of trust. Many private schools are run by registered trusts or societies; these often constitute the most satisfactory form of private management is being gradually discouraged.

(5) Individual Management : There is also a fairly large number of schools which are run as 'proprietary schools' by individuals. But now these are discouraged.

In 1952-53 the Secondary Education recommended that 'we are of opinion that all such bodies (private managements) should be registered and should function as registered associations.' Under the Bombay Public Trust Act of 1950 and/or the Societies Registration Act of 1860, to be eligible to receive aid from the state, proprietary schools being debarred from such aid.¹

Recognised Institution : At present those institutions are recognised in which the courses of study followed are those prescribed or recognised by the Government or by a university or by a Board of Secondary and Intermediate Education constituted by law and which satisfy one or more of these authorities as the case may be, that they attain to a reasonable standard of efficiency. They are open to inspection and their pupils are ordinarily eligible for admission to public examination and tests held by the government or the university or the Board.²

¹S.N.Mukerji (Editor): Administration of Education in India, Acharya Book Depot, Baroda, 1962.p.215.

²Education in India - 1965-66. Vol.I. Report, Ministry of Education and Social Welfare, Govt. of India, Pub.No.971,1973,p.81.

Periodical Organisation of the Chapters

According to the historical development of the secondary school administration, the chapter is divided periodically as follows :

- (i) Early development - Before 1854,
- (ii) 1854 to 1904 - Wood's Despatch to Indian University Commission (1902),
- (iii) 1902 to 1917-1919 : Indian University Commission (1902) to Calcutta University Commission (1917-1919).
- (iv) 1917-19 to 1919-21: Calcutta University Commission to Government Act of 1921
- (v) 1919-21 to 1952-53: Government Act of 1921 to Secondary Education Commission (1952-53), and
- (vi) 1952-53 to 1964-66: Secondary Education Commission 1952-53 to Education Commission (1964-66)

Next section is going to deal with historical development of the secondary education administration from 1864 to 1966.

Historical Background

(i) Early Development : Before 1854 : The origin of the present system of secondary education in our country, can be traced to Lord Macaulay's Minutes and Government Resolution 1835 (Bentinck's Proclamation 1835), which led to establish English schools, the sole object of these schools being teaching English language or education, and it started on its career of rapid progress, this is due to the Government Resolution of 1844 (Lord Hardings Resolution) also.

But before Macaulay's Minutes and the Resolution of 1835, the earliest efforts to introduce any form of education beyond

the indigenous system emanated from missionaries, private societies and individual, whether official or other.'¹ 'These institutions have an interesting history and they can trace their origin to early efforts of nationalist and christian missionaries during the late eighteenth and early nineteenth centuries.'²

As mentioned by H.Sharp, in a despatch of 1659 that, the Government of Directors had declared their earliest desire by all possible means to propagate the Gospel, missionaries were allowed to embark on their ships. A missionary clause was embodied in the Character of 1698.'³

According to the above mentioned clause, 'In 1706 Ziegeubalg and Plutschau of German origin but connected with Danish mission arrived at Tranquber, under their leadership the missionaries started schools learning Tamil. Charity schools with portugues and Tamil media were founded at Madras.'⁴ After the death of the Zigeubalg in 1719, his work however carried forward by 'Revd. Mr.Swartz. Prevailed on the Rajah of Tanjore, and the Rajahs of the Great and little Marwar to establish schools for teaching English at Tanjore, Rameuedaporam and Shevagunga, the capitals of their respective countries.'⁵ So Mr.Swartz, did pioneering educational work in Madras Presidency, due to the

¹H.Sharp: Selection from Educational Records, Part II, 1781-1839; Calcutta, Superintendent, Govt. Printing, India, 1920,.

²S.N.Mukerji: Education in India, Today and Tomorrow, Acharya Book Depot, 1964, Baroda, p.115.

³H.Sharp: Selection from Educational Records, Part I, 1781-1839, Calcutta, Superintendent, Govt. Printing, India, 1920.

⁴J.P.Banerji: Education in India, Past-Present-Future: Vol.I. S.M.S. Choudhary, 1974, p.121.

⁵H.Sharp, Same as No.1 above, p.4.

necessity of establishing free and direct communications with the Natives. As quoted by H. Sharp that, 'The utility and importance of establishing a free and direct communication with the Natives, having been sensibly experienced during the late war in India, and their acquiring a knowledge of the English language being the most effectual means of accomplishing this desirable object.'¹ 'This attracted the attention of the Government of Directors of the Company who spoke of his work in highly appreciative terms in the Despatch of 1787.'² and the court of Directors authorised a permanent grant of 250 pagodas each for the three schools which had been established at Tanjore, Ramandapuram and Shivaganga.'³ And gradually in spite of the company's orientalist policy, English education gained popularity during the first quarter of the 19th century and missionaries started English schools and adopted English as medium of instruction. 'The clientele of such higher education became gradually limited to the middle and upper strata of a society. The new type of education led to the establishment of new types of schools the secondary schools.'⁴ It is these early efforts in the sphere of English education, that the origin of modern secondary school should be traced.

¹H. Sharp: Selection from Educational Records, Part I, 1781-1839, Calcutta : Superintendent, Govt. Printing, India, Pub.No.1920, p.4.

²Chief Editor: K.G.Saiyidain: The Fourth Indian Year Book of Education: Secondary Education, Pub.NCERT, New Delhi, 1973, p.4.

³H. Sharp : Selections from Educational Records, Part I, 1781-1839: Calcutta, Superintendent, Government Printing, India, 1920, p.4.

⁴J.P.Banerjee: Education in India, Past:Present:Future: Vol.I, S.M.S.Choudhary, 1973, p.137.

One of the main objectives of these secondary schools was to satisfy the demand of rich Indians to learn the English language. So due to the demand of English education to Indians in order to raise a body of natives qualified by their habits and acquirements to take a larger share and to occupy high situations in the civil administration of their country than has been the practice under our Indian Government.¹ And Macaulay submitted his famous Minute on Education in India in February, 1835, wherein it was stated that, 'We want a class of persons Indian in blood and colour but English in tastes, in opinion, in moral and in intellect.'² Later on issued a proclamation in 1835, which stated that, 'the great object of the British Government would thenceforth be the promotion of European literature and science through the English medium of English.' And all government funds appropriated for the purpose of education would be best employed on English education alone.³ This policy of Lord William Bentinck encouraged the promotion of Secondary education. Besides this Resolution, two other Acts also accelerated the growth of English in India. First in 1837 English was made the court language, and second in 1844 Lord Hardinge passed a resolution, that 'Indians are eligible to join Government jobs provided they receive English education,'⁴ according the Resolution high posts, were thrown open to educated Indians. As a result of these

¹S.N.Mukerji: Education in India - Today and Tomorrow, Baroda, Acharya Book Depot, Baroda, 1964, p.115.

²Chief Editor : K.G.Saiyidain: The Fourth Year Book of Secondary Education, NCERT, New Delhi, 1973, p.7.

³B.P.Johari and P.D.Pathak: An Outline of Indian Education, Vinod Pustak Mandir, Agra, 1963, p.

⁴Ibid., p. 2

State measures, helped in opening new secondary schools, the movement for getting western education is preference to the traditional learning began to ⁶gather strength in the country. By about in 1852, there were 32 such schools duly recognised by the British Government in whole of India.¹

After the declaration of educational policy in 1835, consequently secondary schools were established on the lines teaching European literature and science through English medium. 'A decision had been in favour of English education, but the question of agency and (administrative authority) had remained untackled.'² So the missionaries, government and private Indian started the secondary schools with the system of grant-in-aid from government and donations given by Maharajas and Zamindars. These all efforts ~~to~~ started secondary school,' so far as they came at all under the influence and control of Government were subject to the supervision of honorary Boards, Committees or Council of Education, to whose zeal and success in discharging the difficult duties which they had undertaken the Despatch of 1854, paid a well-earned and cordial tribute.'³ It is to these early efforts in the sphere of English education, that the origin of modern secondary school should be traced.

As stated in the beginning that the secondary schools or English institutions were efforts of the different agencies, but ~~there was absence of gradation, because the efforts were~~

¹S.N.Mukerji: Education in India - Today and Tomorrow, Acharya Book Depot, Baroda, 1964, p.115-16.

²J.P.Banerjee: Education in India, Past:Present:Future, Vol.I, S.M.S.Chaudhary, Para 24, 1973, p.163.

³Report of Pargana of the Indian Education Commission - 1882 Printed by the Superintendent of Government Printing, 1883, Calcutta, p.181.

8-but there was absence of gradation, because the efforts were 8 individual agencies, and even there was neither any administrative machinery nor any authority to standardise, and also there was not demarcation between primary education and secondary education; and similarly between secondary education and higher education got mixed up with each other and there was not any administrative set up for different stages before the Wood's Despatch 1854. Because 'Secondary education in India did not grow up as a natural development of the elementary system but actually prepared in isolation from it.'¹ Even after the coming into force of the charter ~~cause~~ of 1813 and the formation of Grant Committee of Public Instruction 1823, the same anomaly continued upto 1854. It was the Despatch of 1854 that led to the establishment of a system of educational administration with graded schools. The concept of Secondary Education found shape consequent upon gradation, as discussed in following section.

(ii) From 1854 to 1902 - From Wood's Despatch to the Indian Universities Commission - 1902

In 1854, the Wood's Despatch provided much strength to develop secondary education. But there was not any integrated system of education with a system of administration, even for secondary education. ^{The} In 1854 Wood's Despatch made the following recommendation regarding administration of secondary education as :

The Despatch directed the establishment of a complete 'system' of education with university at the top and a network of graded

¹K.G.Saiyidain (Chief Editor): The Fourth Indian Year Book of Education - Secondary Education, NCERT, New Delhi: 1973-p.2.

schools all over the country. The gradation was to be as follows :

Universities

Colleges

High Schools

Middle Schools

Indigenous Primary Schools

In fact the establishment of universities and gradation of schools meant an attempt to bring order out of chaos caused, so long by unplanned and unequal growth of educational institutions under one controlling top, a system of education was thus established.

About the secondary education the Despatch 1854 emphasized the development of secondary education. The Despatch declared; '....., that the people of India should be made familiar with the works of European authors, and with the results of the thought and labour of Europeans on the subjects of every description and to extend the means of imparting this knowledge must be the object of any general system of education.'¹

For providing the European knowledge of less higher order, the Despatch recommended that : 'Schools -whose object should be not train highly a few youths, but to provide more opportunities than now exist for the acquisition of such an improved education

as will make those whose possess it more useful members of society in every condition of life - should exist in every district in India. These schools should be subject to constant and careful inspection; and their pupils being instituted at other institutions which would be tenable as rewards for merit by the best of their number.¹

As for the administration of these secondary school the Despatch 1854 suggested an administrative machinery as follows :

'We desire to express to the present Board and Council of Education our sincere thanks for the manner in which they have exercised their functions, and we still hope to have the assistance of the gentlemen composing them in furtherance of a most important part of our present plan; but having determined upon a very considerable extension of the general scope of our efforts involving the simultaneous employment of different agencies, some of which are now wholly neglected and others but perfectly taken advantage of government, we are of opinion that it is advisable to place the superintendence and direction of education upon a more systematic footing, and we have, therefore, determined to create an Educational Department as a portion of our governments in the several presidencies of India. We accordingly propose that an officer shall be appointed for each presidency and Lieutenant-Governorship, who shall be specially charged with the management of the business connected with the education and

¹M.R.Paranjape, A Source Book of Modern Indian Education (1797 to 1902), Macmillan & Co., Bombay, 1938. (Wood's Despatch 1854, Para 42), p.89.

be immediately responsible to Government for its conduct.'¹

'An adequate system of inspection will also far the future, become an essential part of our educational system; and we desire that sufficient number of qualified inspectors be appointed, who will periodically report of those colleges and schools which are now supported and managed by Government, as well as of such as will hereafter be brought under Government inspection by the measures that we propose to adopt. They will conduct, or assist at, the examinations, and generally, by their advise, aid the managers and school masters in conducting colleges and schools of every description throughout the country. They will necessarily be of different degrees of acquirement; according to the higher and lower character of the institution which they will be employed to visit; but we need hardly say; that, even for the proper inspection of the lower schools, and with a view to their effectual improvement, the greatest care will be necessary to select persons of high character and fitting judgement for such employment. A proper staff of clerks and other officers will, moreover, be required for the educational Department.'²

Implementation of the Wood's Despatch 1854, recommendations :

To implement these recommendations, the Departments of Education ^{were} ~~was~~ created in each State, Directors of Public Instruction were appointed. The Director, assisted by a number of qualified

¹M.R.Paranjape: A Source Book of Modern Indian Education (1797 to 1902), Macmillan & Co. Ltd., Bombay, 1938 (Wood Despatch 1854, p.17), page 79)

²Ibid., para 18, pp.79-80.

school Inspectors, was charged with the responsibility to reporting on the State of inspected schools and colleges within his jurisdiction and to suitably advise the managers and teachers of the institutions or schools. As the work connected with the administration of schools expanded Directors of Public Instruction assisted by Inspectors were appointed in old provinces. This would have ensured coordination between the work done in the Schools and the department. The Director of Public Instruction have to perform following functions as :

- '(i) advise provincial government on educational matters;
- (ii) administer and control state funds;
- (iii) conduct government secondary schools;
- (iv) supervise private schools;
- (v) disburse grant-in-aid to private institutions;
- (vi) adopt all measures necessary to improve and expand education
- (vii) compile annual report of schools for submission to government.

As the Despatch suggested or directed the establishment of complete 'system' of education with universities at the top and net-work of graded school beneath them. and for the administration of this system, for the universities at top the Despatch suggested :

- (i) autonomous administration of universities under acts of incorporation and the university's own rules and regulations (See Chapter on Universities) ३. ३;

- (ii) for administration at below university or graded schools, it suggested the establishment of a Department of Education in every province, under Director of Public Instruction, Assisted with Inspector etc. It is known as 'dualism' in the administration of secondary education.

In this system, which financial and general control was placed with the Department of Education, and academic control of secondary schools vested in the university. The university would be charged with responsibility of determining curricular syllabuses and standards of education, prescribed the text book and conducted the matriculation examination which was the gateway to collegiate education could send affiliated schools education being highly esteemed, secondary schools always tried every means to secure and retain the right to send up., assessing attainments by examination and certifying the eligible ones. To that extent, secondary education remained under university's control. The Departmental control on the one hand and university control on the other became the practice. This practice generally known as 'dualism' in administration. The Department ~~of a~~ would control Government's secondary schools. The Government, however, would not maintain all the schools, a big role of non-official (private) enterprise was recognised. The private secondary schools would be given grant-in-aid under salary, house building or development head (as the practice even today is), the grants would, however, be subject to conditions viz.

- '(i) satisfy government about the stability of their management,

- (ii) impart good secular education,
- (iii) be open to state inspection;
- (iv) agree to any conditions which might be laid down for the regulation of such grant.¹ and
- (v) local initiative and management, and
- (vi) realisation of tuition fees.
- (vii) subjection to official inspection etc.

Under this dual system, a particular school might get itself free from government control if it did not care for aids. But that very school could not but care for the university because right to send up students had to be earned by affiliation. The nature of these conditions of grant benefitted the non-official Indian enterprise, because missionary claim to monopoly agency was rejected by the Despatch. This scope was profitable utilised for non-official Indian in the succeeding years to attain predominance in enterprise. On the other hand, the responsibility of the government was kept limited by the grant-in-aid system. This system of grant-in-aid recommended by Despatch also benefitted secondary school most.

Another recommendation made by the Despatch was the government policy would be gradual withdrawal in the word of Despatch, that 'we look forward to time when any general system of education entirely provided by Government may be discontinued, with the gradual advance of the system of grant-in-aid, and when of the

¹S.N.Mukerji: History of Education in India, Acharya Book Depot, Baroda, 1961, p.130.

existing government institutions, especially those of the higher order, may be safely closed or transferred to the management of local bodies under the control of, and aided by the State.¹

In the insertion of pre-conditions to grant-in-aid the ultimate control, however, was retained in government hands. It boiled down to a policy of control without responsibility.

So in accordance with the directive of the Despatch as mentioned above, a Department of Education was established in each state. The D.P.I. with the help of inspector and other officers would conduct the affairs of the Department. The department was to administer provincial funds for education conduct and control government schools, supervise private and sanction grant-in-aid on the basis of inspection reports.

And in accordance with the recommendation, that the Department of Education should be established, a government secondary school in each district for providing improved education to Indian. The Government started secondary schools and encouraged private ones. In 1859, the Stanley's Despatch restricted the system of grant-in-aid to higher and secondary educational institutions. As a result of this more money became available for secondary education. Due to these reasons the secondary schools e.g. run by different agencies - government schools, mission schools and schools run by Indian, rose to 8916 and pupils 214,077 in 1881.

¹Syed Nurullah and J.P.Naik: A Students' History of Education in India, Macmillan & Co. Ltd., Bombay, 1962, p.119.

1881-82.¹ But the quality of education deteriorated due to lack of administration.

The next commission 1882, known as Hunter Commission did not recommend any vital changes in the secondary school administration - mainly it suggested means for expanding secondary education, made the following recommendations :

'(i) The Government should gradually withdraw from the field of direct management of secondary schools and leave the expansion of secondary education to private bodies through a system of grant-in-aid. ('at aid specially, liberal rates be offered for a term of years, whenever necessary, to any local body willing to undertake the management of any such institution under adequate gurantees of permance and efficiency.' (Indian Education Commission - 1882) ~~Para~~ 7.

(ii) The Government may establish secondary schools, in exceptional cases, in places where they may be required in the interests of the people, and where the people themselves may not be advanced or wealthy enough to establish such schools for themselves with a grant-in-aid.

(iii) The duty of the Government was only to establish one high school in every district and after that the expansion of secondary education in that district should be left to private enterprise.

(iv) With a view to making private institutions popular, they should not be required to charge fees as high as those of a

¹Syed Nurullah and J.P.Naik : A Students' History of Education in India. (1800-1961), Macmillan & Co., Bombay, 1962, p.168.

neighbouring government institution.'¹

'The growth of secondary education was very striking between 1882 and 1902, when the number of schools rose from 3,916 to 5,214, the enrolment from 214,677 to 622,868 and the matriculation figures from 7,429 to 22,767.'²

(i) This unwieldy expansion happened due to the recommendation of the Commission 1882, the grant-in-aid should liberalised for secondary education, every application for grant should be granted. On the whole freedom of enterprise was admitted. Even unaided secondary schools increased. These unaided schools did not care for government grants and subsisted on more free-income.

(ii) The Commission also recommended that, 'Government should not only curtail the expansion of its institutions, but should also withdraw from direct enterprise as soon as a suitable agency, public or private, became available to carry on the work.'² But the Government did not withdraw completely from the field of secondary education, and kept itself engaged in expanding it.

The rapid increase of secondary schools without proper control and consolidation led to certain problems of administration of secondary education. This was due to the absence of proper control on one side ^{of} ^{and} ^{of Dept. of Edu.,} ~~and~~ ^{university} on other side, which affected the quality of secondary education. Because 'the Education Department had no jurisdiction over unaided schools, and university recognition was very loosely given since universities were not authorised to inspect schools.'⁴

³ S. Nurullah and J.P. Naik : A Students' History of Education in India (1800-1971), Macmillan and Co. Ltd., Bombay, 1962, p. 144.

² S.N. Mukerji: Education in India - Today and Tomorrow: Acharya Book Depot, Baroda, 1964, p. 117.

¹ B.P. Johari and P.D. Pathak, Pub. Vinod Pustak Mandir, Agra, pp. 154-55.

Another reason was, it had been the opinion of the Indian Education Commission (1882) that the Department of Education should only prescribe the conditions on which grant-in-aid would be paid to private schools and that managers who did not ask for aid (or did not obtain it) should be left free to develop their schools along their own lines. Between 1882 and 1902, therefore, the Department of Education laid fairly comprehensive codes (as mentioned earlier) for the guidance for the guidance of aided institutions but did not make any serious attempts to regulate unaided schools. This view was given up and it was argued that government ought to control all private secondary schools, whether aided or unaided. As described in Progress of Education, ¹⁸⁹⁷~~1897-98~~, 1902-07 that, 'the unaided schools there had, before the period under review, hardly been even a theoretical assertion of any control, nor had any practical means been devised by which such a control could be exercised.' ¹

Lord Curzon^s attributed these defects to the Government policy of Laissez faire to private enterprise which led to uncontrolled, and unprecedented expansion but in collegiate and secondary school education.

(iii) Indian University Commission to the Calcutta University Commission 1917-19 (1902 to 1917-19) :

Lord Curzon initiated his move for educational reforms by appointing the Indian University Commission in 1902 for recommending measures that would elevate the standard of university education and increase the control of universities over affiliated colleges

¹Progress of Education in India - 1902-07, Pub. Calcutta, Superintendent Government Printing, India, 1909, p. 69.

and secondary schools. Because his penetrating analysis of the defects of higher education is equally applicable to secondary education. The Indian University Act of 1904 which was based on the report of this Commission was primarily an administrative measure for improving administration of universities and the Government adopted the same policy in secondary education is catagorically stated in its Resolution on Educational Policy in 1904 and 1913.

Most of Lrd Curzon's findings and suggestions, regarding secondary education given in the Resolution issued in March 1904 asserted for the first time that 'whether these schools are managed by public authorities or by private persons, and whether they receive aid from public funds or not, the Government is bound in the interest of the community to see that the education provided in them is sound.'¹

The new policy in secondary education had two important aspects, control and improvement. To achieve these aims government tried to control private enterprise (unaided) in a number of ways the most important of which are notice below :

- (i) Recognition by the Education Department;
- (ii) Recognition by the University ;
- (iii) Restriction on Unrecognized schools.

(i) Recognition by the Education Department : As a result of the recommendation of the educational policy of 1904, Government ~~abandoned its Laissez-faire~~^{issee} policy toward unaided or private

¹Progress of Education in India (1902-07), Calcutta, Superintendent Government Printing India, 1920, p.69.

schools. Till 1904 the Education Codes were applicable to aided school only and unaided schools were left free to develop themselves as they liked. In 1904 all State Governments revised Codes of grant-in-aid, which prescribed there in conditions for recognition of schools as well as given in the policy that, 'it must, for example, satisfy itself in each case that a secondary school is actually wanted; that its financial stability is assured; and its managing body, where there is one, is properly constituted; that its teachers, the proper subjects upto a proper standard; that due provision has been made for the instruction, health, recreation; and discipline of the pupils; that the teachers are suitable as regards character, number, and qualifications; and that the fees to be paid will not involve such competition with any existing school as will be unfair and injurious to the interests of education. Such are the conditions upon which alone schools should be eligible to receive grant-in-aid or to send up pupils in enjoyment of Government scholarships; and schools complying with them will be ranked as 'recognized' schools. But this is not sufficient. It is further essential that no institution which fails to conform to the elementary principles of sound education should be permitted to present pupils for the university examinations; and in future admission to the universities should be restricted to bonafide private candidates and candidates from recognised schools will enjoy the valuable privilege of recognition will

will in return give guarantees of efficiency in its wider sense.¹

(ii) Recognition by the University : Prior to 1904, students from unrecognized schools could appear at the Matriculation examination. Under the Indian University Act of 1904, 'empowers the universities to make regulations in regard to the condition to be complied with by schools desiring recognition for the purpose of sending up pupils as a candidate for the Matriculation examination and the condition to be complied with by candidates for matriculation whether sent up by recognised schools or not. All the universities have accordingly made regulations which in the first place require recognised schools to comply with reasonable conditions of efficient and good management, and in the second place close the backdoor by forbidding the admission to matriculation of any private candidate except those who have really been privately educated. As a rule, pupils from unrecognized schools could no longer obtain admission to the university.'²

(iii) Restriction on Unrecognised Schools : Recognition by the university enabled a secondary school to send its pupils to the matriculation examination; and recognition by the Department of Education enabled it to receive a grant-in-aid, send up pupils for Government Examinations or the entrance examinations

¹Progress of Education in India, 1902-07, Vol.I, Calcutta, Superintendent, Government Printing, India, 1909, p. 464.

²Ibid., p. 70.

of Government scholarships. But unaided private schools (Middle schools) which did not teach upto the Matriculation standard were likely to care neither for university nor for recognition by the department of education. Their only aim was to coach students for getting admission in high schools. 'Government decided not to let these middle schools work as independent units. Hence it decided that students of unrecognised schools would not be eligible for admission in recognised schools. As a result of this, the middle schools also began to seek recognition. Thus, all types of secondary schools were brought under the control of the Government.'¹

In short, Lord Curzon adopted a policy of making liberal grants in return of Government control, separate grants were made for separate types of education with the object of centralising government control.

'The measure certainly improved the working of educational institutions, and secondary schools came to have better building, better staff and better equipment, and in the process, many inefficient institutions were weeded out.'² This policy of improving quality in secondary education, not quantity, was also emphasized in the Resolution on educational policy 1913, as (i) providing trained teacher, hostel, better science teaching etc.

¹B.P.Johari and P.D.Pathak : An Outline of Indian Education : Vinod Pustak Mandir, Hospital Road, Agra, 1963,p.180.

²The Fourth Indian Year Book of Education - Secondary Education, NCERT, New Delhi, 1973,p.20.

(ii) 'The encouragement of inspection, recognition and control by aid of government funds,'¹ and

(iii) The Theory of Model Schools : An regards secondary education no doubt it reiterated the state policy relying as far as possible on private enterprise in Wood's Despatch and the Commission 1882 had also recommended the withdrawal of Government from direct management of educational institution. ' This recommendation had not been acted upon, but it still remained the declared official policy. The Government Resolution of 1913, however, definitely abandoned this policy and stated that it was the duty of Government to maintain its existing institution as 'models' to private enterprise.'²

As a result of the policy recommended by the Government, the government decided not to transfer its existing institutions to private bodies but to maintain them as models for private efforts the imitate indeed, the number of government institutions constantly increased.

Secondary Education During 1906-22

	1906-07	1911-12	1916-17	1921-22
No. of pupils Recognised Institutions	5,898	6,370	7,693	8,987

No. of pupils Reading in them	7,13,342	9,24,370	11,86,335	12,39,254

Govt. Expendi- ture on Secon- dary Education	Rs. 1,50,87,669	Rs. 2,07,88,726	Rs. 3,19,29,182	Rs. 4,87,26,905

¹The Fourth Indian Year Book of Education - Secondary Education, NCERT, New-Delhi, 1973, p. 20.

²S. Nurullah and J. P. Naik; A Students' History of Education in India, Macmillan and Co. Ltd., Bombay, 1962, p. 246.

Source : Progress of Education in India, The Eleventh Quinquennial Review, Vol. II, pp.58-60. (N.B. The Returns of Certain Indian State which used to be included in the provincial statistics were omitted from 1914-15 onwards).

But many regulations were defective and were not properly administered for want of an efficient inspecting agency, And at the same time, the duality of control often resulted in conflicts between the Department of Education and the University. Over recognition of secondary schools. Because due to the resolution of the government secondary schools had to seek recognition from both viz., '(i) The Education Department for grant-in-aid, and (ii) the University for permitting them to present their pupils to the matriculation examination. The latter privilege empowered the university to give recognition to its schools, to lay down the courses of study, to prescribe text-books and to conduct the matriculation examination.'¹ The Department held the view that the university should confine its attention to the matriculation and should not have any control over secondary schools. The old dualism still continued in more strict manner, and division of authority between the two. Solution of this problem was suggested by the Calcutta University Commission in 1917-19. So the next section is going to deal with the Sadler Commission.

(iv) Calcutta University Commission 1917-19 to Government Act 1921

Though the Calcutta University Commission 1917-19 was appointed to suggest reforms for Calcutta University, yet it made far-reaching recommendations about secondary education, few of them were closely

¹S.N.Mukerji, Education in India - Today and Tomorrow, Acharya Book Depot, Baroda, 1964, p.120.

related with the administration of secondary education. In the Commission's view that 'No satisfactory recognition of the university system of Bengal will be possible unless and until a radical recognition of the system of secondary education upon which university work depends, is carried into effect.'¹ The Commission held the view that without removing the defects of secondary education, it would not be possible to bring about an improvement in university education. These defects, in the opinion of the Commission as follows :

'(i) In the first place, most of the high English schools are under equipped and are conducted by an underpaid and for the most part an untrained staff.

(ii) In the second place, they are unduly dominated by an examination (the Matriculation) which is itself ill-designed and not of sufficiently high standard and which give no encouragement to many lines of study necessary for the welfare of the pupils and for the property of the country; (iii) In the third place, owing to the existing division of authority between university and the Department of Public Instruction there is no adequate machinery for supervising, guiding and assisting the work of the schools as a whole, in other words, no coherent system of secondary education yet exists; (iv) In the fourth place, a large and vitally important part of secondary instruction is actually conducted, not by the schools, but by the colleges of the university in their intermediate classes; and, because the

¹The Report of the Calcutta University Commission - 1917-19, Vol.V, Calcutta, Superintendent, Government Printing, India, p. 297.

methods chiefly employed (those of the mass-lecture) are unsuitable for work at this stage, and partly because many subjects and lines of study, especially those which have a vocational bearing, are almost wholly disregarded.¹

Recommendation about Secondary Education :

In order to remove the above defects, the Commission made the following recommendations :

'(i) The stage of admission to university should (approximately) be that of the present intermediate instead of that of the present matriculation.

(ii) The duty of providing training at the intermediate stage should be transferred from the universities to new institutions to be known as 'Intermediate Colleges', some of which should be attached to selected high schools, while other should be organised as distinct institutions. There should be at least one intermediate college in each district of the presidency.

(iii) The intermediate colleges for men should in all cases be separated from degree college, and even where they are provided or managed by closely-linked authorities, should be organised under a district educational and financial control.

(iv) There should be two secondary school examinations, the first, approximately corresponding to the present matriculation, to be taken at the end of the high school stage, at the normal

¹Report of the Calcutta University Commission, 1917-19.
(Selected Chapter of the Report, Calcutta University Commission),
Calcutta, Superintendent, Government Printing, India, 1921, pp. 155-56.

age of 16 or in special cases, at the age of 15, and to be known as the high school examination; the secondary, approximately correspondingly to the present intermediate, but much more varied and of the intermediate college course, at the normal age of 18 and to be known as the intermediate college examination, success in this examination should constitute the normal test of admission to university courses. The range and standards of both of these examinations should be carefully recognised.¹

As the Commission pointed out the defects of secondary education as, under domination of the university through the matriculation examination, secondary instruction being conducted, not by the school, but by the colleges of the university in their intermediate classes, a low standard of teaching and the division of authority between the university and the Department of Education. To overcome these defects the Commission suggested the above mentioned recommendations that the separation of the intermediate classes from degree colleges by instituting separate intermediate colleges and the admission to the university stage to take place after the intermediate and to follow the matriculation examination.

For removing these defects, the Commission considered it necessary to separate the control and management of education upto the intermediate and high school stages from the university,

¹Calcutta University Commission - 1917-19. (Selected Chapter of the Report of Calcutta Commission, Calcutta, Superintendent, Government Printing of India, 1921, p. 156.

it pointed out that, 'the existing Department of Public Instruction is not so organised as to be able to regulate and supervise the new systems more than half of the high English schools, are at present entirely outside its jurisdiction. And although the University is entitled to a large voice in their affairs, its governing bodies cannot be so organised as to be able to deal effectively with them, especially as they lack the necessary funds. We, therefore, recommended that there should be established a Board of Secondary and Intermediate Education.'¹

And the Commission suggested that, 'the universities should transform themselves into residential and teaching units confining themselves with the degree and post-graduate courses and undertake research work, while the task of administration of the Intermediate and High School examination should be entrusted to autonomous Boards which would control both the high schools and intermediate colleges.'²

As the Commission recommended the separation of Matriculation and intermediate education from the University. It recommended the formation of provincial boards with representatives from the government, university, high schools and intermediate colleges to administer and control secondary and intermediate education.

According to the recommendations some of the provinces gave a fair ~~trail~~¹⁸ to the Intermediate colleges and established Boards

¹Calcutta University Commission - 1917-19 (Selected Chapter of the Report of Calcutta University, Calcutta, Superintendent, Government Printing, India, 1921, p.157.

²L.Mukerji, Problems of Administration of Education in India, Kitab Mahal, Allahabad, Bombay, 1960, p.33.

of Secondary and Intermediate studies, Allahabad, Lucknow, Aligarh excluded Intermediate courses which developed upon Intermediate Boards - the recommendation of the commission recording Boards, constitution, power and functions implementation etc. are already discussed in detail the chapter on the Advisory Bodies. (Ch. VIII). These Boards have full control over either high schools or secondary and intermediate examination in respective areas, which framed syllabuses, instituted examinations and issued a school leaving certificate, on the basis of which pupils were to be admitted to colleges or the services. The school leaving certificate examination thus came into being as an alternative being ~~as~~ to the Matriculation.

But the different provincial authorities very soon expressed doubts about the justifiability of the intermediate courses under a separate Board, even the Calcutta University for which the Commission was appointed did not accept the changes, the reason was the intermediate classes were the main source of income for the universities. And secondly the Commission suggested that a Board to look after education upto the intermediate, giving it power to disburse grants in aid and to control the inspectorate and the chairman of the Board should be non-official. But the State Government, however, were not willing to give the Boards any power more than the university, they enjoyed, namely, evaluation and examination besides prescribing courses. The Director of Public Instruction as the official chairman was to wield all

'Opposition to this proposal, however, began to develop soon after its implementation. This intermediate classes were a source of income to degree colleges and their separation involved the colleges into serious financial losses which could not be made good from any other source, opinion gradually began to harden against this reform.'¹

The same position prevailed upto 1953, the general control exercised over high schools is twofold (dual in some province, that the university ordinarily recognises a high school for the purpose of presenting pupils at the matriculation. It also lays down the courses of the highest classes. The local government on the other hand gives grant-in-aid, recognizes schools for the privilege examinations and for receiving government scholars and lay down inter-school rules.

The recognition of middle schools and the framing of the curricula of these schools and of middle classes of high school are the work of the Department of Education.

(v) Government Act 1921 to Secondary Education Commission - 1950-53

Sadler Commission Report was followed by the constitutional reform of 1919. With the passing of Montague-Chelmsford reforms implemented in 1921, the power to control education was transferred to the provinces, but the same introduced Dyarchy, dividing the administrative subjects into reserved and transferred subject. But education of Europeans and Anglo-Indians remained in the reserved list. The reserved department remains under the Governor,

¹The Fourth Indian Year Book of Education - Secondary Education
NCERT, New Delhi, 1973, p.25.

who was the head of provincial government was to administer the reserved. The transfer of departments was administered by Indian Ministers elected by the legislature. As usual the system that Indian Ministers first acquired control over education which was made a transferred subject. So due to the Diarchy rules the secondary education ^{administration} ~~administered~~ also come under the transfer subject. (Till today the secondary education administration are administered by the State Government.)

Though the administration of schools was transferred to Indian Ministers, yet the ministers themselves did not have fiscal autonomy, the Finance Department was still administered by a government official, usually a European civil servant, and the Director of Education as well as his assistants were not under the complete control of the Minister of Education. Because, ' the officers of the Indian Educational Service (I.E.S. Directors and Inspectors), who held key posts in the department and could not be dismissed from service by any authority other than the Secretary of State in Council. These officers, having a strong European element, did not generally sympathize with the ideas of reconstruction and, therefore, bureaucratic and the nationalist views continued to oppose each other till 1936-37 when the European element in the I.E.S. was practically liquidated.'

Even with this limited power and authority, the secondary education institutions expanded with remarkable rapidity, due to the upsurge in political and social consciousness.' From 1922

¹The Fourth Indian Year Book : Secondary Education, NCERT, New Delhi, 1973, p. 27.

to 1937, the number of secondary schools increased from 7,530 to 13,056, and the pupils from 1,106,803 to 2,287,872.¹ This phenomenal expansion of facilities in secondary education mainly through printed effort.

As already mentioned in the previous section, through the Act of 1919, the secondary education administration was transformed to provincial control. Under transferred subjects, the period was known as diarchy. Another change took place in the education administration was, the Government of India Act 1935 which put an end to the dyarchic categories of 'reserved' and 'transferred' subjects and introduced instead the new categories called 'Central' and 'State' subjects. The provincial list included all other matters related with education within the province, the division between reserved and transferred subject was abolished. Even Anglo-Indian and European education was no longer reserved, and 'the I.E.S., had almost been liquidated and the European officers within it were now an extremely small minority.'² Since by this reform the State acquired a considerable amount of freedom. So the secondary education administration also come under the Provincial control. In actual fact, however, 'this was a period of slow development. The causes were (a) the preoccupation of the government with the second world war; (b) political unrest in the country; and (c) the economic dislocation of the post-war period.

¹World Survey of Education - III, Secondary Education (India), UNESCO, p.650.

²S.Nurullah and J.P.Naik: A Students' History of Education in India (1800-1961), Macmillan & Co., Ltd., Bombay, 1962, p.318.

In 1944, the 'Sargent Report' suggested the reorganisation in pattern of secondary education, but did not make any recommendation regarding administration of secondary education.

In 1948, the Tarachand Committee was appointed on secondary education, its recommendations regarding administration of secondary education are discussed in ~~ex~~ next section.

According to the Constitution, secondary education is the responsibility of State or province except for post-school technical and university education which are the concerned of the Central government. The central ministry of Education, however, is responsible for all education in centrally administered areas. Next section is going to deal with the recommendations of the Secondary Education Commission 1952-53.

(vi) Secondary Education Commission (1952-53) to Education Commission 1964-66

Immediately after independence, the Central Advisory Board of Education appointed a committee on secondary education in India under the presidentship of Dr. Tarachand. Its report was published in 1948. The Committee made the following recommendations about administration :

'(1) Provincial Boards should be set up to advise provincial educational authorities on problems connected with secondary education;

(2) There should be an all-India Council at the Centre to act as a co-ordinating body for the proposed provincial Boards.'¹

¹B.D. Srivastava : The Development of Modern Indian Education, Orient Longmans, Bombay, 1963, pp. 251-52.

It also made the recommendation about the set-up of education commission for secondary education, and CABE accepted the proposal of the Committee on the necessity of appointing a commission for inquiring into the problems of secondary education due to the desirability of changing the prevailing system of secondary education so the Government of India appointed a secondary Education Commission in September 1952 under the Chairmanship of Dr.A.L.Mudaliar which gave its report in June 1953.

There were appointed several education commissions before independence like Indian Education^{Commission} (1882), Indian University^{Commission} and Sadler Commission (1917-19), but they dealt primarily with the problems of primary and university education, incidentally they dealt with certain aspects of secondary education. But many of their recommendations were not implemented, and they remained alternative to action. Similarly secondary school administration was much the same in 1947 as it was in 1854 with minor changes. After the independence many new developments took place in secondary education which required the improvement in secondary education. So the Secondary Education Commission of 1952-53 has for the first time devoted itself exclusively to a ~~thre~~ thorough examination of the problems of secondary education. The commission made detailed recommendations on various aspects of secondary education. About the administration of secondary education; the commission made the following recommendations :

'(1) Director of Education should be the officer mainly responsible to advise the Minister and for this purpose, it is

necessary that he should have at least the status of a Joint Secretary and should have direct access to the Minister.'¹

For co-ordination and proper functioning of education at different level the commission said that :

(ii) A committee should be constituted both at the centre and in each State consisting of the ministers concerned with the various grades and types of education in order to discuss how best the resources of the department could be pulled for the furtherance of education of all types.'²

To carry out the policy of the development of education and for the improvement the secondary education commission suggested as above mentioned.

About the constitution of the committee at both levels, they suggested that, 'the Ministry of Agriculture, the Ministry of Industry and Commerce, the Ministry of Transport and Communication and Ministry of Labour, both at the Centre and State, have under their control, schools of different kinds cater for the needs of this age group: The Minister of Education may be the Chairman, the Secretary of the Committee.'³

About the functions of the Committee the Commission described that, 'It has often happened that these different Departments are not in touch with one another's activities nor is the Education Department in a position to co-ordinate them with a view to increasin

¹Report of the Secondary Education Commission, 1952-53, Government of India, Ministry of Education, New Delhi, p. 204.

²Ibid., p. 204.

³Ibid., pp. 177-79.

efficiency and securing a co-ordinating agency and that problems of a similar nature pertaining to more than one Ministry or Department should be discussed by them thoroughly and concerted programme of education should be formulated.¹ So this Committee should discuss educational matters or problems and to make suitable schemes for Secondary education.

Similarly at the State level the Commission recommended the co-ordinating Committee of Departmental Heads. 'There should be a co-ordinating committee consisting of the departmental heads concerned with the different spheres of education in order to consider methods of improvement and expansion in all fields of education.'²

The departmental heads responsible for different spheres of education form a co-ordinating committee to ensure improvement and expansion in all the fields of education. About the constitution of the committee the commission suggested as below :

- (i) Heads of Departments responsible for education - general, technical, agricultural, commercial etc.
- (ii) Director of Education may be the Convener.
- (iii) Director of Education may act as Secretary.
- (iv) If there is a Deputy or Joint Director of Technical Education, should be a member of the Committee.³

Functions of the Committee were suggested as below :

- '(i) This Committee will have to meet several times a year to review a-year-to the position and to consider methods of improvement

¹Report of the Secondary Education Commission 1952-53, Govt. of India, Ministry of Education and Social Welfare, New Delhi, 1972, p.204.

²Ibid., p.178

³Ibid., p.179.

and to consider methods of improvement and expansion in all relevant fields.

(ii) draw up a master plan showing how the necessary integration can be achieved smoothly and expeditiously in the different types of schools established by the States or Centre.¹

The most important recommendation of the committee is the establishment of the Board of Secondary Education, as 'There should be a Board of Secondary Education consisting of not more than 25 members with the Director of Education as its Chairman to deal with all matters of education at the secondary stage and to lay down general policies.'²

'A sub-committee of the Board should deal with the conduct of examinations.'³ The Board of Secondary and Intermediate were set up on the recommendations on the Calcutta University Commission - 1917-19 as many as fifteen boards have established in some States. The Secondary Education Commission suggested the improvement in these, the aim, constitution and functions of the Board of Secondary Education already discussed in the chapter on Advisory Bodies. (p. 582)

The Commission also suggested that 'the existing Central Advisory Board of Education should continue to function as a co-ordinating agency to consider All-India problems concerning education and State Advisory Boards should be constructed on similar lines in each state to advise the Department of Education on all

¹Report of the Secondary Education Commission (1952-53), Ministry of Education and Social Welfare, Govt. of India, New Delhi, No. 962, 1972, p. 179. 204 179

²Ibid. 204

³Ibid., p. 204.

matters pertaining to education.'¹

The constitution of the State Advisory Boards the Commission suggested that the Board should be composed of representatives of the teaching profession, the Universities, Managements of High Schools and Higher Secondary Schools, heads of departments dealing with different spheres of education; representatives of industry, trade and commerce and the legislature and general public.' The Minister of Education should be the chairman of the Board and the Director of Education or the Education Secretary should be the Secretary. This body will advise the Department of Education on all matters pertaining to education, particularly its improvement both in the quality and quantity.'²

Conditions for Recognition of Schools

In 1952-53 Secondary Education Commission suggested certain general standards and conditions of recognition of schools for regulating the procedure to be adopted for recognition of schools with suitable modifications by all states for the purpose. Before the Commission recommendations many states have definite conditions regulating the recognition of schools. For furthering improvement the Commission made the suggestion as follows :

'(i) Recognition to schools should be given only on clearly defined conditions which will ensure their proper running and the maintenance of proper standards.

¹Report of Secondary Education Commission (1952-53), Ministry of Education and Social Welfare, Govt. of India, Pub. No.962, 1972, p. 204.

²Ibid, p. 183.

(2) The Managing Boards of all schools should be registered and should consist of a limited number of persons with the headmaster as an ex-officio member.

(3) No member of the Managing Board should directly or indirectly interfere with the internal administration of the school.

(4) Every management should be required to draw definite rules of service wherein the conditions pertaining to salary, leave, etc. should be definitely laid down.

(5) For proper running of a school every management should be required to provide an endowment and the income accruing from this should be in the receipts of the year.

(6) The scales of fees fixed by the management of a school should be subject to approval by the Department of Education.

(7) A Committee should be appointed when necessary by the Department of Education to go into the question of levying uniform scale of tuition fees and other fees and all accounts of the school should be subject to audit by the Department.

(8) The management should satisfy the Department that qualified staff is available and will be appointed in accordance with the rules laid down by the Department for affiliation.

(9) The Management should satisfy the Department that adequate accommodation and equipment, etc. have been provided for the efficient running of the school.

(10) The number of sections in each class should be limited and before any increase in the number of sections is made, the prior approval of the Department should be obtained.

(11) In the interests of the general efficiency of schools, rules should be framed preventing undue competition amongst neighbouring schools.

(12) The teaching staff should not be limited to any particular caste or community but should, as far as possible, be recruited on a wide basis.

(13) In view of the importance and urgency of providing diversified courses of instruction, financial aid and encouragement should be given to the existing schools as well as the new schools providing diversified courses of study.

(14) Management should obtain prior approval of the Director of Education before opening schools and approval should not be given unless the minimum conditions prescribed have been scrupulously fulfilled.¹

Implementation of the Recommendation of the Secondary Education Commission

The Commission recommended a few ideas or suggestion for the improvement in the secondary education administration.

The most important recommendation implemented was the establishment of the All-India Council for Secondary Education (AICSE) at the Centre on March 22, 1955. (See in detail Chapter - Advisory Bodies at Central level).

Next important recommendation which was implemented the constitution of the Board of Secondary Education in the States (for detail see the Chapter Advisory Bodies - at State level)

¹Report of Secondary Education Commission - 1952-53, Government of India, Ministry of Education, New Delhi, pp.204-5.

For the last two decades, the administration of secondary education has been conducted by the different State Boards on the general lines suggested by the Mudialier Commission.

As S.N.Mukerji pointed out about secondary Education Boards, that, 'In spite of the establishment of such boards, the duality of control still persists in some areas, where the Education Board prescribes the ^{courses} ~~causes~~ of study and text-books for the Matriculation (High School leaving class) but the Education Department controls the curricula of the lower forms. Hence there is a lack of continuity and consistency in policy. In the field of Secondary Education there is the need for one single authority entrusted with full power of prescribing courses and textbooks, and defining an examination policy. The High School Education Board should be entrusted with responsibility. But it is not expected to function as an executive body, which is the province of the Director of Education.'¹

The Secondary Education Commission 1952-53 has, therefore, rightly stressed the need of the closest co-operation between different authorities of the administration of secondary education. The Kothari Commission (1964-66) dealt with this problem and made the suggestion to set-up the Education Board at different levels - Centre, State and District level for close and better co-operation for the secondary school administration, which is discussed in detail in the next section.

¹S.N.Mukerji: Education in India - Today and Tomorrow; Acharya Book-Depot, Baroda, 1964, p.165.

Table : 6.3: Progress of Secondary Education in India after Independence

	1950-51	1955-56	1960-61	1965-66
Number of High/Higher Secondary Schools	7,288	10,888	14,000	18,000
Number of Municipal Multipurpose Schools	-	367	1,600	1,800
Number of pupils in the age-group 14-17	12,00,000	20,00,000	30,00,000	44,00,000
Percentage of students in the age-group 14 - 17 who are actually in schools	5.4	8.1	12.6	15.0 (expected)
Financial Allocation to Secondary Education	First Plan (1951-56)	Second Plan (1956-61)	Third Plan (1961-65)	
	21.94	51.00	90.00	
	(Rupees in Crores)			

Source : B.D.Shrivastava : Department of Modern Indian Education, Orient Longmans, Bombay, 1963, p. 278.

(vii) The Education Commission - 1964-66

No recommendation can be implemented unless there is a proper system of administering and supervising the educational process. In the Commission's words 'A sympathetic and imaginative system of supervision and administration is essential for initiating and accelerating education reform.'¹

The Kothari Commission pointed out the defects and ~~definations~~ deficiencies in the present set-up both from the point of view of organisation and administration. It suggested the role of the Centre, the State and the District level in improving the educational structure and standards and Broad guidelines only have therefore, given by the Commission. And strengthening and reconstruction of the educational administration at different levels for proper functioning of administrative set-up. The Commission made the following recommendations :

'^Essential Reform : In the Commission's opinion that, 'if the administration and supervision of school education is to be improved, a number of far-reaching reforms will have to be carried out.'

It suggested the 'Common' school system to replace the existing one where the number and types of managements are confusing and defect that basic objective of the equalization of educational opportunities.

For the coordination and better administration of school administration the Commission made the following recommendations :

¹Report of the Education Commission, 1964-66, Ministry of Education, Government of India, New Delhi, 1966, p. 249.

A. A National Level : A National Board of School Education should be set-up to advise the Government of India shall matters relating to secondary education.

'National Board of School Education should be established in the Ministry of Education to advise the Government of India on all matters relating to school education.'¹

Functions of the Board to be as follows :

'define the expected and projected standards of attainment at different stages of schools education ;

- revise such standard from time to time in keeping with national needs and with internal developments ;

- evaluate the standards actually attained at the various stages of school education in the different parts of the country and ascertain the extent to which they approximate to the corresponding expected standards ;

- advise and assist the State Governments to develop a programme of curricular reform, preparation of textbooks teaching materials, and evaluation aimed, principally at raising standards at the school stage; and

- advise and assist the State Government and other authorities to plan and implement all programmes essential for the improvement of standards in school education.'²

Composition and duties of the National Board of Education as suggested by the Kothari Commission are as follows :

¹Report of the Education Commission - 1964-66, Ministry of Education, Government of India, New Delhi, 1966, p.645.

²Ibid., p.271.

'The Board should be organically linked with the Ministry of Education.

Chairman : Its full-time Chairman should be an outstanding educationist, recruited from outside on the basis of professional competence, and appointed for a period of five years. On appointment, he should have the status and exercise the powers of a Joint Educational Adviser.¹ The constitution of the Board was suggested as follows :

1. Chairman
2. Two representatives of the Ministry of Education and the NCERT.
3. Two representatives of UGC;
4. The Chairman of different State Boards of School Education;
5. Four practising teachers at the school stage, of whom at least one should be a primary teacher; and
6. Three university teachers specially interested in school education.

The Board should have an adequate and competent Secretariate.²

'The Board will work in advisory capacity and will provide guidance to the State Education Departments in developing their programme regarding standards. It would also maintain close collaboration with the UGC and the Universities.'³

The Role of the Centre through the National Board of School Education define as : (i) 'It will define expected standards at different stages of education, revise these standards from time to

¹Report of the Education Commission - 1964-66, Ministry of Education, Government of India, New Delhi, 1966, p.646.

²Ibid., p.271

³Ibid. p.271

time, evaluate standards attained in different parts of the country, and advise and assist State Education Departments in curricular reform and in improving standards. It will maintain close collaboration with the UGC and the Universities.

(ii) A large programme should be developed in the centrally sponsored sector for the development of school education, particularly in respect of the establishment of vocational institutions, developing quality institutions and provision of scholarships.

(iii) The Central Board of Secondary Education should conduct some high standard of examination in individual school subjects at two levels - classes X and XII in consultation with the National Board of School Education. Curricula for these examinations should be prescribed in relation to the national standards.¹

State Boards of School Education

In order to secure continuous improvement in standards, the Commission suggested the necessity of setting up boards of education at state level known as State Boards of School Education: 'We recommend that, in each state, a State Board of School Education should be established and it should take over the function and the responsibilities of existing Boards of Secondary Education centre and State Government on all matters relating to secondary education.'²

District School Boards : At the third level - the Commission has recommended the setting up of a statutory body called the

¹Report of the Education Commission - 1964-66, Ministry of Education, Government of India, New Delhi, 1966, p.645.

²Ibid., p.269.

the District School Board in each district to control directly all schools - whether government or semi-government (i.e. run by local bodies)below the university level.

The composition, power and responsibilities and jurisdiction of the District School Board were already discussed in Chapter (Local Authorities on Primary Education).

District Education officer should be given adequate status so that the need for schools to go to the higher level in administration should be reduced to the minimum.

The Commission recommended that wider powers should be given to headmasters and greater freedom to schools. They should be selected carefully and trained properly. And there should be a school committee to look after every government or local authority school. The management of the private schools should be improved. About recognition of schools the Commission suggested that, 'It be desirable to introduce legislation for the compulsory registration of all educational institutions and it would be made an offence to conduct an unregistered institution. Power should also be vested in the State Government to remove any educational institution from the register if stipulated conditions are not fulfilled.'¹

The commission suggested the establishment of a 'Common' school system of public education. A nationwide programme of school improvement should be organised. Schools should be improved through preparation of institution plan; intelligent planning and

continuity of efforts; elasticity experimentation; and classification of schools, to attain high standards in school education, the commission suggested the new programme and setting up new educational administration bodies and improving the existing ones, both the State and the Central level to watch, guide, and sustain the efforts for better school education.

PART II:

SECONDARY SCHOOL ADMINISTRATION AT
DIFFERENT LEVELSIntroduction

The Part II of this chapter is going to deal with the present set-up of the secondary school administration at different levels.

As in the Part I of this chapter provided the background showing how gradually from 1854 to 1966, the secondary school administrative set-up at different levels developed into the present system of administration of secondary schools in India.

(a) Secondary School Administration at Different Levels

(i) Central Level : As mentioned in the Part I after independence that, constitutionally, education at all stages with the exception of central universities and post-school technical education is a subject under which each state has complete control, the Central government has neither direct responsibility for, nor any legal or constitutional right in its administration - since after the Act 1921. ' It is, however, directly responsible for secondary education in the Union territories. Besides this, the Ministry of Education plays an important role in the reconstruction of secondary education of the entire country. It advises the states on all matters pertaining to secondary education, and gives financial aid for its development. Further, it adopts several measures for the improvement of secondary education and runs a few educational institution of

all-India character.¹ The Central government discharges its responsibilities of secondary education through the (i) Ministry of Education and (ii) Advisory Bodies.

(i) Ministry of Education: The Minister of Education is the head of the Ministry of Education, and in each Department the Educational Adviser, who is also the Education Secretary, is its administrative head. For the proper functioning the Ministry is divided into divisions. Each Division is under the charge of a Deputy Education Adviser, so a division in the Union Ministry of Education is entrusted with the responsibility of secondary education, under the charge of Deputy Educational Advisor.

Functions of the Ministry of Education : The most important -[?]
OF THE Ministry of Education as follows :

1. It is responsible for formulating general educational tendency policies regarding secondary education on all India level.
2. It is also its duty to ensure uniformity in the pattern of secondary education in different States.
3. It is also to answer all questions regarding secondary education in the Parliament.
4. It also gives financial aid for its development.
5. It adopts several measures for the improvement of secondary education and runs a few educational institutions of all India character.
6. The Central government formulate general policies, gives direction and aids.

¹S.N.Mukerji (Ed.): Administration of Education in India, Acharya Book Depot, Baroda, 1962, pp.196-197.

7. Another function performed by it is as repository and clearing house in information for all the States regarding secondary education.

8. It also appoints committees and commissions for suggesting improvement in education from time-to-time.

The Centre, therefore, have set up for the successful achievement of its main functions and objectives and securing uniformity and co-ordination, the Ministry of Education has set-up a number of advisory bodies at the Central level.

Advisory Bodies

The Ministry of Education is advised on educational matters by a number of bodies. The most important amongst these bodies are Statutory or advisory bodies. Through these bodies the Ministry of Education advises the States in all matters pertaining to secondary education. These bodies are : The Central Advisory Board of Education (CABE), Directorate of Extension programmes for Secondary Education (DEPSE), All India Council of Secondary Education (AICSE), University Grants Commission (UGC). The establishment, organisation, constitution, tenure and the functions of the above mentioned advisory and statutory bodies have already been discussed in the chapter - Advisory Bodies. The Central Government, with its various organisation as discussed above, performs a good number of functions, some of the most important functions are (i) planning (ii) organisation, (iii) Directing and Controlling (iv) Co-ordinating (v) Starting Pilot Project etc.

Educational Institutions : The Ministry of Education at the Centre is also running or conducting a few educational institutions. These aim at preparing the personnel, which envisaged reforms in secondary education of this country may need. These are : (1) National Council of Education and Research, Delhi, (2) Central Institute of English, Hyderabad, (3) Lakshmibai College of Physical Education, Gwalior, ¹ four regional training colleges for preparing teachers for multi-purpose schools and All India Board of Secondary Examination which conducts examinations of the Central School, Delhi Administration School and others who seek their affiliation.

'The Central Schools organization (Kendriya Vidyalaya, Sangathan) with her 116 schools have the highest academic standards at this stage and those schools are meant for the children of the Central Government employees. They are virtually institutions for national integration, these schools send their students for examination to All-India Board of Secondary Education.

(ii) State Level : Since 1921, education has been a State subject in India, under the direct control of the State Education Minister. The constitution of India has also not deviated from this pattern. So secondary education is under direct and full control of the State. The State

¹S.N.Mukerji: Administration of Education in India, Acharya Book-Depot, Raopura, Baroda, 1962, p.202.

exercised its control on education through different kinds or levels of authorities - the State Ministry of Education, the department and the board of Secondary Education.

The State Ministry of Education : Education in a State is generally under the charge of a Minister, who is assisted by one or two Deputy Ministers according to circumstances and requirements. 'The State Ministry of Education is responsible for initiating and controlling the educational policy. For example, it defines the duration of the secondary stage, gives general directions regarding curriculum, sanctions the secondary education code, fixes the budget and so on.'¹ The ministry performs these above mentioned functions and policies through the State Department of Education - expectations are medicine and agriculture, etc.

Department of Education has two wings for administering the above functions viz. (i) the Secretariate of Education and (ii) the Directorate of Education.

1. The Secretariate is directly connected with the Minister and deputing ministers. The secretariate functions under secretary to the State Government and he is assisted by a Deputy Secretary and one or two assisted secretaries.

The secretariate office frames policies regarding secondary education and all major decisions are also taken here.

¹S.N.Mukerji (Editor) : Administration of Education in India; Acharya and Book Depot, Baroda, 1962, p.202.

(ii) The Director of Public Instruction or the State

Directorate of Education : What ever policies regarding secondary education made in the education Secretariate, and all government orders in the form of G.R., the rules and regulations as laid down in the grant-in-aid code are carried out, that the prescribed courses and curricula are adopted, that approved test-books are followed, and so on.¹ It is an executive body which implements and executes the educational policies of the State government regarding secondary education formulated in the Secretariate. It acts as a link between the State government and educational institutions.

The head of the Directorate is the Director of Education, He is the chief Executive authority of education in the State. He is assisted by a number of joint deputy and assistant directors of education.

Each State is further divided into a circle or division in charge of a circle or divisional education officer or divisional education Inspector assisted by divisional Educational Inspector, each division is then divided into Districts. District Education Inspector incharge of the District, he is assisted by a Deputy Educational Inspectors, and a number of Assistant Deputy Educational Inspector. The District Inspector is mainly responsible for the inspection and control of secondary school.

¹S.N.Mukerji (Editor) : Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.207.

Practically, every State has a deputy Director of Education in charge of secondary education to help the Director of Education.

Functions of the Department of Education regarding Secondary Education, the Department 'lays down conditions regulating procedures to be adopted for recognition of schools, fixes rules regarding administration of schools; awards grants to private institutions, prescribes courses of study, and adopts text-books for all standards except the matriculation.'¹

District Level Administration

For the purpose of administration, implementing government policy, distributing of grant to recognized schools and the administration of government schools and inspection of the educational institutions each district is in charge of an Educational Inspector, regarding appointment, qualification, duties and functions have already been discussed in the chapter on Inspection (p.482)

Administration of Recognized Schools : It is already stated in the beginning in Part I of this Chapter that as per Government policy, the institutions for secondary education are mostly run by the non-government agencies which must have been registered under the Bombay Public Trust Act of or societies Registration Act - 1950. These institutions are allowed to be opened by the Director on the recommendations of the Educational Inspector. If they fulfill all the requirements of a Secondary

¹S.N.Mukerji : Secondary School Administration -(Its Principles and Functions in India), Acharya Book Depot, Baroda, 1963,p.31.

school, they are recognised and paid grant-in-aid as per rules.

These schools are controlled and administered through District Educational Inspector. All these schools are subject to school inspection and their pupils are ordinarily eligible for admission to public examination.

The Government Schools : Only 1/2 of the schools are run by the Government. They are administered by the Government. Like the Centre, the State Education Ministry also has advisory and Statutory bodies - as to associate the non-official and official expert opinion. With the policy making and determining of the most effective ways to execute the policy - the pattern and number of such advisory bodies in education differ in many states. 'A few states having standing advisory boards for advising the local government pertaining to secondary education, particularly its improvement both in quality and quantity.'¹

The most important statutory Board which was related with secondary education is the Board of Secondary Education at State level, the functions, constitution etc. have been discussed in detail in the chapter on Advisory Bodies (p.582).

As already stated in preceeding section that, the State government exercises control, partly direct and partly indirect, over all secondary schools irrespective of the type of management, through their power to accord aid and/or recognition. They give subsidies to local bodies and 'grant-in-aid to other managements to meet a proportion of the total expenditure. This financial

¹S.N.Mukerji : (Ed.), Administration of Education in India, Acharya Book Depot, Baroda-1962, p.205.

aid is subject to conditions of recognition laid down by the government. In this way, through rules and regulations, supported by a system of supervision and inspection, the State Governments exercise considerable survey over the the whole field of secondary education in the States.

The State Department of Education exercised their executive functions through an Inspectorate, which in most States divided into a men's branch and women's branch - Inspectresses. The average jurisdiction of a district office is 60 secondary schools. Girl's schools are inspected by women inspecting officers.

The inspector~~or~~^{ess} occupies a key-position in education department. He is in direct and constant contact with the schools, and it is through him that all necessary information passes to the schools from the Department and the Department from the schools.

(b) Internal Administration of Secondary Schools :

The secondary school is the last unit of school administrative where the actual teaching work took place.

The secondary administration is controlled by two agencies : External and Internal. (i) External agencies are : 'the Government, the State Department of Education (including the educational inspector), High School Education Board conducting the school leaving examination and the governing body of the school.'¹

¹S.N.Mukerji : Secondary School Administration - Its Principles and Functions in India. Acharya Book Depot, Baroda, 1963, p. 45.

(in case of private schools).

(ii) 'Internal Agencies : The internal agencies are the pupils, the school staff, and the special services.'¹

The State Government, the State Department of Education and High School Education Boards were already discussed in the previous sections. The last governing body or managing committee which are related to private schools or non-government schools' were discussed below :

One of the rules of recognition of private or non-government school is that the management is in the hands of a properly constituted government body or managing committee as mentioned earlier. It has to deal with the education department and the secondary school Board of Education for the proper management of the school.

As already discussed in Part I of this chapter according to the recommendation of the Secondary Education Commission the managing committee or board of all schools (Non-Government) should be registered and should consist of limited number of member (not exceeding fifteen). And no member should directly or indirectly interfere in the internal administration of the school.

Composition of the Managing Committee : should be as follows :

1. The managing committee should not be unwieldy in size. It may have a minimum number of nine and a maximum of fifteen members

¹S.N.Mukerji : Secondary School Administration - Its Principles and Functions in India. Acharya Book Depot, Baroda, 1963, p. 39

2. The headmaster be the ex-officio Secretary or Joint or assistant Secretary of the Committee. This is necessary for maintaining singleness of purpose and for avoiding conflicting forces.

3. Representatives of permanent teachers (not exceeding one-third of the total number of members on the Committee).

4. Representatives of the present body, whichever it may be, a society, a trust, a local authority, a mission, etc. This may include one nominee of donors and a representative of alumni.

5. One nominee of the D.E.

6. One representative of guardians.¹

Functions of the Managing Committee should be as follows :

' The managing body would be responsible for preparing the school budget and for providing an endowment for the proper running of the school. It should further appoint the teaching staff under definite conditions of service. It may correspond directly with the department in all matters pertaining to external management of the school. But in all matters of internal administration, it is the principal who will correspond directly with the department.'²

¹ S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Raopura, Baroda, 1962, p.216.

² S.N.Mukerji : Secondary School Administration - Its Principles and Functions. Acharya Book Depot, Baroda, 1963, p.50.