This dissertation has been microfilmed exactly as received 67-2447

GORGANI, Tanwir Jehan, 1937-
GUIDELINES FOR SECONDARY SCHOOL CURRICULUM DEVELOPMENT IN PAKISTAN,

The Ohio State University, Ph.D., 1966
Education, general

University Microfilms, Inc., Ann Arbor, Michigan
GUIDELINES FOR SECONDARY SCHOOL
CURRICULUM DEVELOPMENT IN PAKISTAN

DISSERTATION

Presented in Partial Fulfillment of the Requirements for the
Degree Doctor of Philosophy in the Graduate School of
The Ohio State University

By


* * * * *

The Ohio State University
1966

Approved by


Adviser
Department of Education
ACKNOWLEDGMENTS

With deepest and sincere gratitude, the author wishes to express her thanks to her many advisers who so generously guided her towards the fulfilment of her program at The Ohio State University. Their scholarly guidance and valuable advice have been very stimulating and helpful.

I would like to pay particular tribute to Dr. Arliss Roaden and Dr. Paul Klohr who generously gave their time and thought for reading and criticizing the dissertation. Deep appreciation is also due to Dr. Robert B. Sutton and Dr. Alexander Frazier for their prompt advice and help.

My gratefulness and thanks are extended to Miss Ruth C. Bailey, Foreign Student Adviser, whose ever-ready help and encouragement really made this study possible.

To my mother whose continuous efforts and encouragements made it possible to complete this degree, I extend very sincere respect and thanks. I am deeply grateful to
my husband and my children, who have been neglected during this course of time, for their sacrifices.

Finally my thanks to the Ohio State University Student Financial Aids office, P.E.O. Peace International Foundation, Altrusa International and Fulbright for financial help during the period of my stay at The Ohio State University.
VITA

April 11, 1937 Born, Delhi, India

1953. . . . . B.A. (Hons.), Karachi University, Pakistan

1955. . . . . M.A., Karachi University, Pakistan

1957. . . . . B.T., C.G. Teachers Training College, Karachi, Pakistan

1958-61 . . . . Principal, Malir Cantonment, Karachi


1961-66 . . . . Fulbright Grantee from Pakistan

FIELDS OF STUDY

Major Field: Secondary Education, Dr. Jack Frymier

Minor Fields: Educational Administration, Dr. W. Fred Staub

Audio-Visual; Communications, Dr. Edgar Dale

Guidance and Counseling, Dr. Anthony Riccio
TABLE OF CONTENTS

ACKNOWLEDGMENTS ...................................................   ii
VITA ........................................................................................................................ iv
LIST OF TABLES AND ILLUSTRATIONS ........................ x

CHAPTER

I. NATURE OF THE PROBLEM ................................................. 1

Background of the problem ........................................... 1
Statement of the problem ........................................... 3
Design of the study ...................................................... 4
Limitations of the study ............................................... 8
Organization of dissertation ........................................ 9

II. AN ANALYSIS OF SECONDARY EDUCATION AS IT
"OUGHT TO BE" IN PAKISTAN, PROPOSED BY
NATIONAL COMMITTEES, COMMISSIONS AND REPORTS 10

A. Review of the Past ............................................. 10
   1. The old syllabi ............................................. 13
   2. British education system after the loss of freedom 14
   3. Independence of Pakistan and its inherited problems of education 20
   4. Post-independence development of secondary education 23

B. Proposals for Educational Reorganization in Pakistan ....... 25
   1. First educational conference of 1947 .................... 25
   2. Six-year plan of educational development, 1962 .... 30
CONTENTS - Cont'd.

CHAPTER Page

3. The first Five-Year Plan, 1955-1960 37
5. Government resolution on the report of the Commission on National Education 65
7. Report of the Curriculum Committee for Secondary Education 71

C. Summary 72

III. AN ANALYSIS OF SECONDARY EDUCATION AS IT "ought to be" IN THE UNITED STATES, AS PROPOSED IN PROFESSIONAL LITERATURE 76

A. A Summary of Significant Events in the Development of Secondary Education 76
1. Colonial Period 79
2. The Committee of Ten 81
3. The Committee on Economy of Time 82
4. Recommendations of the Commission on the Reorganization of Secondary Education 83
5. The educational philosophy of John Dewey 86
6. The Educational Policies Commission 87
7. The Progressive Education Association 90
8. The American Youth Commission 92
9. The imperative needs of youth 93
10. James B. Conant 95
11. The pursuit of excellence 99
## CONTENTS - Cont'd.

### CHAPTER

<table>
<thead>
<tr>
<th>Number</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>13.</td>
<td>The Elementary and Secondary Education Act of 1965.</td>
<td>103</td>
</tr>
<tr>
<td>14.</td>
<td>Current criticisms of curriculum development</td>
<td>104</td>
</tr>
<tr>
<td>B.</td>
<td>Summary</td>
<td>108</td>
</tr>
<tr>
<td>IV.</td>
<td>AN ANALYSIS OF SECONDARY EDUCATION &quot;AS IT IS&quot;</td>
<td>115</td>
</tr>
<tr>
<td></td>
<td>IN A PROTOTYPE REGION, KARACHI REGION.</td>
<td></td>
</tr>
<tr>
<td>A.</td>
<td>A General View of Secondary Education in Karachi</td>
<td>115</td>
</tr>
<tr>
<td>1.</td>
<td>Educational administration and the Karachi region</td>
<td>117</td>
</tr>
<tr>
<td>2.</td>
<td>Policy statements by the educational authorities of Karachi in the light of commissions’ recommendations.</td>
<td>124</td>
</tr>
<tr>
<td>3.</td>
<td>Policy statements from the Board of Intermediate and Secondary Education Karachi</td>
<td>125</td>
</tr>
<tr>
<td>4.</td>
<td>Policy statements from the Office of the Inspectress of Girls School, Karachi</td>
<td>134</td>
</tr>
<tr>
<td>5.</td>
<td>Proposals for introducing a new group of elective subjects</td>
<td>138</td>
</tr>
<tr>
<td>6.</td>
<td>Pilot schools in action with diversified programs of studies, as suggested by the Commission on National Education</td>
<td>141</td>
</tr>
<tr>
<td>a.</td>
<td>Sind Madressah-Tul-Islam</td>
<td>144</td>
</tr>
<tr>
<td>7.</td>
<td>Provision for leadership courses by the Education Extension Center</td>
<td>152</td>
</tr>
</tbody>
</table>
# CONTENTS - Cont'd.

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>8. Current practices in the schools of Karachi</td>
<td>153</td>
</tr>
<tr>
<td>B. Summary</td>
<td>161</td>
</tr>
<tr>
<td>V. A CRITICAL ANALYSIS OF THE EDUCATIONAL PROGRAMS USING McNALLY AND PASSOW'S CRITERIA FOR EVALUATING CURRICULUM IMPROVEMENT IN THE UNITED STATES AND IN PAKISTAN</td>
<td>165</td>
</tr>
<tr>
<td>A. Curriculum Development of Secondary Education in the United States</td>
<td>169</td>
</tr>
<tr>
<td>1. Scope and objectives of the program</td>
<td>170</td>
</tr>
<tr>
<td>2. Initiating program improvement activities</td>
<td>174</td>
</tr>
<tr>
<td>3. Administration of the Curriculum Improvement Program</td>
<td>179</td>
</tr>
<tr>
<td>4. Organization for curriculum planning</td>
<td>186</td>
</tr>
<tr>
<td>5. Participation in curriculum planning</td>
<td>191</td>
</tr>
<tr>
<td>6. Procedures and techniques used in curriculum improvement</td>
<td>195</td>
</tr>
<tr>
<td>7. Evaluation of Curriculum Improvement Program</td>
<td>201</td>
</tr>
<tr>
<td>B. Curriculum Development of Secondary Education in Karachi-Pakistan</td>
<td>204</td>
</tr>
<tr>
<td>1. Scope and objectives of the program</td>
<td>207</td>
</tr>
<tr>
<td>2. Initiating program improvement activities</td>
<td>210</td>
</tr>
<tr>
<td>3. Administration of the Curriculum Improvement Program</td>
<td>215</td>
</tr>
<tr>
<td>4. Organization for curriculum planning</td>
<td>217</td>
</tr>
<tr>
<td>5. Participation in curriculum planning</td>
<td>219</td>
</tr>
<tr>
<td>6. Procedures and techniques used in Curriculum Improvement Program</td>
<td>222</td>
</tr>
<tr>
<td>C. Summary</td>
<td>228</td>
</tr>
</tbody>
</table>
## CONTENTS - Cont'd.

<table>
<thead>
<tr>
<th>CHAPTER</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>VI. SUMMARY, CONCLUSIONS, AND GUIDELINES.</td>
<td>234</td>
</tr>
<tr>
<td>A. Summary</td>
<td>234</td>
</tr>
<tr>
<td>B. Conclusions</td>
<td>237</td>
</tr>
<tr>
<td>C. Guidelines</td>
<td>242</td>
</tr>
<tr>
<td>BIBLIOGRAPHY</td>
<td>252</td>
</tr>
</tbody>
</table>
LIST OF TABLES

<table>
<thead>
<tr>
<th>TABLE</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Number of Institutions in Pakistan During 1957-58, 1958-59</td>
<td>47</td>
</tr>
<tr>
<td>2. Number of Teachers in Pakistan During 1957-58, 1958-59</td>
<td>48</td>
</tr>
<tr>
<td>4. Pre-University Education in Pakistan Today</td>
<td>56</td>
</tr>
</tbody>
</table>

ILLUSTRATIONS

<table>
<thead>
<tr>
<th>CHART</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Educational Administration at the Local Level in Pakistan</td>
<td>119</td>
</tr>
<tr>
<td>2. Educational Administration at the Provincial Level in Pakistan</td>
<td>120</td>
</tr>
<tr>
<td>3. Educational Administration at the Central Level in Pakistan</td>
<td>121</td>
</tr>
<tr>
<td>4. A Three Point Scale Showing Curriculum Improvement in Karachi and Pakistan in Light of Modified Criteria</td>
<td>231</td>
</tr>
</tbody>
</table>
GUIDELINES FOR SECONDARY SCHOOL CURRICULUM
DEVELOPMENT IN PAKISTAN

CHAPTER I

NATURE OF THE PROBLEM

Background

Pakistan emerged on the map of the world on August 14, 1947, when the British Indian empire was partitioned into two independent sovereign states—India and Pakistan. Pakistan consists of two geographical units—East Pakistan and West Pakistan—separated from each other by nearly 1,100 miles of the Indian territory. The total area of Pakistan is 364,737 square miles with a population of about 100 million.

Pakistan is a large Muslim country with its own ideals and its own domestic and foreign problems. As an emerging nation, it represents a concentration of most of the problems usually associated with less developed countries. Among those problems are a great population, a short supply
of known or readily available resources, low per capita income, and a literacy rate of approximately 20 per cent.

In the face of this national situation, education in Pakistan faces many severe problems. There is a recognition of the need for reform in the country's educational system. The people seem to have realized that if the country is to develop further, the education and training of the younger generations will have to be organized more effectively.

While recognizing the vital need for education, Pakistan's development plans have not been able to give a high priority to the investment in education. During the post-independence period, the Government of Pakistan appointed a number of educational committees and commissions to make critical appraisal of the progress of education in the country and to suggest ways and means for improvement. These documents, which formed the basis of educational policy of the Government of Pakistan, included the proceedings of the Central Advisory Board of Education; the Six-Year National Plan of Education, 1952; the first Five-Year National Plan, 1955-60; the work of The Commission on

A close comparison of the pre-independence and post-independence policies reveals that there has been no basic change in educational policy. In short, the general guidelines for policy development, as reflected in these policy statements, suggest a consistent, rather unchanging direction.

In view of the static condition suggested by major policy statements and actual practices in secondary schools of Pakistan, it is evident that there is a genuine need for a study to enable those in policy-making situations to get a sense of direction for future planning and development.

Statement of the problem

This study will formulate guidelines for the development of secondary education in Pakistan. These guidelines are to be derived from criteria synthesized from (1) an analysis of reports of theory and practice in the United States, (2) an analysis of the major reports and documents which have shaped present-day secondary education in Pakistan, and (3) an assessment of current practice in Pakistan as reflected in a prototype district, the Karachi District.
Design of the study

Several diagrams serve to illustrate the design of the study which is basically logical-philosophical in its approach. Griffiths' paradigm for theory development perhaps best shows the kinds of conceptual processes which will be involved (Diagram 1).

Diagram No. 1:¹
Griffiths' Paradigm for Theory Development

Presumptions

Observation Resulting in Descriptions

Sensitizing Concepts

Integrating Concepts

Theory
A Set of Assumptions From Which are Derived Laws

In effect, this approach means that certain presumptions exist in the mind of the investigator. He tries to make

these explicit. This leads him to make observations and draw conclusions from certain data sources (in this case, three). The investigator then tries to explain his observations at three levels which Griffiths calls sensitizing concepts, integrating concepts, and theory. Guidelines deriving from this study will be at the level of integrating and sensitizing concepts.

The presumptions of this study are stated explicitly below. These presumptions will help the reader to identify the problems which are analyzed in succeeding chapters.

1. The national committees and commissions in Pakistan are developing policies to build an adequate educational system.

2. The Commission on National Education has recognized that secondary education should be demarcated clearly in respect of objectives, purposes and methods from the university or college preparatory education, and that secondary education is a complete stage in itself, as well as a self-contained unit and terminal for a majority of pupils.

3. Programs envisaged by the commission and committees are designed to lead the educational system toward creating
a social system; that is, to enhance Islamic values of
"equality of opportunity," "fraternity," and "brotherhood."

4. The Commission on National Education has empha­
sized the need of bringing the two national languages,
Urdu and Bengali, nearer to each other.

5. The emerging educational system of Pakistan will
lead to the development of nation-building attitudes with
a spirit of service, and with particular emphasis on Islamic
values, which are not based on superstition rituals, or
blind faith.

6. Teachers and the teaching profession have always
been neglected in Pakistani educational institutions, and
the commission undertook to emphasize the importance of a
new concept of teaching, along with a drastic reform of
teaching methods.

7. Pakistani institutions can be benefited by con­
sidering and adapting some of the educational concepts,
which have been recognized most workable by the educators
and other interested citizens of the United States.

A second diagram is proposed here to show more fully
the sources of data as seen by this investigator as he
pursues the study (Diagram 2).
Diagram No. 2:

Investigator's Framework for Formulating Criteria

A

An analysis of secondary education as it "ought to be" in Pakistan, as reflected in Commission Reports, et al.

B

An analysis of secondary education as it "ought to be" in The United States, as reflected in professional literature.

C

An analysis of secondary education "as it is" in a prototype Pakistani district—Karachi District.

D

A logical-philosophical synthesis, using criteria derived from the three sources.

From this diagram, it can be seen that criteria will be derived to be used as a framework for formulating the guidelines. A sample of categories of such criteria are those which emerged from the Harold J. McNally, A. Harry Passow and Associates study in the United States:2

1. Scope and Objectives of the Program

2. Initiating Program Improvement Activities

3. Administration of the Curriculum Improvement Program

4. Organization for Curriculum Planning

5. Participation in Curriculum Planning

6. Procedures and Techniques used in Curriculum Improvement

7. Evaluation of Curriculum Improvement Programs

Under each of these major headings, there are from five to eight sub-criteria.

Limitations of the study

The study as conceived has the usual limitations of logical-philosophical inquiry in that there will be no empirical testing of hypotheses. It is, in effect, the broad, background study which must precede well-designed empirical studies.

The Karachi District is assumed to be an adequate prototype for studying the "present practice" aspect of secondary education in Pakistan. Generalizations made about the guidelines will have to keep this assumption in view.
Organisation of dissertation

Chapter II of this study will be concerned with an analysis of secondary education as it "ought to be" in Pakistan. This analysis will include an historical background of secondary education and also a summary of the major policy statements issued by the various committees and commissions mentioned earlier in this chapter.

Chapter III will involve a summary of professional literature dealing with significant events in the development of secondary education in the United States to give a picture of what "ought to be," that is, the prescriptive component ("B" of Diagram 2).

Chapter IV will focus on data from the Karachi District in Pakistan to analyze "what is" in Pakistan in a prototype district ("C" of Diagram 2).

Chapter V will develop the criteria derived from the three data sources referred to in the preceding three chapters of the study. (The McNally and Passow criteria will serve as a paradigm.)

Chapter VI will present the guidelines for next steps and future development based on the criteria developed in Chapter V.
CHAPTER II

AN ANALYSIS OF SECONDARY EDUCATION AS IT "OUGHT TO BE" IN PAKISTAN, PROPOSED BY NATIONAL COMMITTEES, COMMISSIONS AND REPORTS

A. Review of the past

Education is not exotic in India. There is no country where the love of learning had so early an origin or has exercised so lasting and powerful an influence. From the simple poets of the Vedic age to the Bengali philosophers of the present day there has been an uninterrupted succession of teachers and scholars.¹

This statement by Professor F. W. Thomas, one of the greatest living Indologists, shows that from time immemorial, the sub-continent of India has been a great center of learning, where scholars disseminated their knowledge to all those who wanted to acquire it; they considered it their sacred duty and felt great pride in being a teacher. Teaching and learning were considered as the highest virtues, and teachers and scholars were regarded as the most respected and valuable members of society.

Narendar Nath Law has traced the achievements of Muslim rulers who contributed greatly to promoting learning in the sub-continent of India. Going back to Sultanate of Khiljis, Law says,

Alauddin Khilji, originally an illiterate monarch, applied himself privately to study and soon acquired a knowledge of Persian, which enabled him to read all addresses and acquaint himself with the best authors in the language. He began to encourage discussion of literary subjects and showed favor to all the eminent men of that age.2

He further writes that a number of doctors and learned men were professors in the universities. The Mughal kings, who were the great lovers of art, music, and literature, made every effort to promote learning. In the era of Akbar, although Akbar himself was an illiterate, his court was full of learned men of all descriptions. He lived in close association with these wise men and developed an understanding and broadness of taste and opinion. With his learned associates, Akbar helped in establishing and improving all the levels of education, from the primary maktabs, the secondary madrissahs, through the advanced academies of learning.

Shah Alam II, who was also a Mughal king, had a great treasure of books. With his noblemen, he had also opened a number of madrassahs in various parts of India. Many British generals, assigned to tour India in order to report on affairs there, were surprised to find numerous learned and mature Muslims who were all educated in maktabs and madrassahs.

It is apparent from the above mentioned examples that learning was greatly patronized and encouraged by rulers and princes, nobles and aristocrats, merchants and other wealthy people.

It may be pointed out that learning had religious sanction behind it. The classes were held in the Mosques and at the private residences of the rich and noble. In their schools and educational institutions, instruction as well as accommodation was available, free to all. These institutions had an organized educational pattern, and the teachers were highly qualified in the fields of logic, ethics, philosophy, medicine, humanities, and sciences. The scholars were greatly interested in imparting to others whatever knowledge they had acquired.

Every society has stressed and demanded education as
a "right" of an individual, but in an Islamic society the education of an individual is not only conceived as a "right" but also as a "duty." This concept shows that the society is bound to provide opportunities to the individual for the fulfilment of his native capacities, and that the individual is bound to acquire knowledge. This concept clearly identifies the principles of free universal education. The history of Muslim education depicts the value and importance of teaching and learning and the high virtues related to the scholars and teachers, who have always been regarded as the most respected and valuable members of society.

1. The old syllabi

Captain S. F. Mahmood described the Syllabi used in the old educational institutions as follows:

The Syllabi in those old schools covered mostly the humanities. Emphasis was laid on ethical values and the aim was to produce men who believed in moral values, had a sense of responsibility, a social awareness and yet were trained in the best mores of contemporary society inculcated by such universal text as "Gulistan" and "Bostan," "AkhlAQ-i-Jalali," and "Kimiya-i-Saadat." The product of these schools knew literature, philosophy, especially logic, ethics, medicine, something of astronomy, and of course "Quran," its exegesis, the traditions, and Muslim jurisprudence. Since a
lot of discussion and intellectual give and take occurred in the students foregathered, the minds of the learner grew mature. The aim was the production of a gentleman, a man who could conduct himself with dignity, show a sense of responsibility and judgment, and could draw on the past experiences of the world as a guide for his own illumination in the affairs of men or the service of the state. 3

2. British education system, after the loss of freedom

The above mentioned description shows that a complete pattern of education existed before the Britishers gained control of the Indo sub-continent. During the early decades of the nineteenth century, the British administrators laid down the foundations for a new western system of pedagogy. The old system of education, which was strongly religious and ethical and which had a native cultural base, changed with the advent of the English. The characteristics of the western education are thus described by John E. Owen:

The British program was literary and rhetorical in character, and designed mainly for the purpose of training the minority of Indians who could be useful to the British Raj as government clerks and Civil servants. It was alien to India in content and character and unrelated to the needs of the people. 4

---

Soon, this education commanded a great respect since it was the only means of getting jobs in the government. Moreover, people were obliged to acquire this education in order to earn a respectable livelihood, because they had to satisfy their physical and material needs as they could.

This economic and political submission and subjugation forced people to struggle for their existence, and soon higher values of life were consigned to the past. People needed money; they wanted the jobs and the Government wanted petty officials and civil servants. In view of these needs and demands, the only adequate educational system was one which could fulfil these requirements and so the British system of education was established. The organization of school and college education followed more or less the same lines which were laid down in England during the nineteenth century. The English language was adopted as the medium of instruction, which meant that only a few were fortunate enough to acquire education.

The British missionaries were the first to exert their influence on Indian education. From their schools came many able men. Later the Government established educational institutions. At this time, controversies arose among the educated leaders both English and Indian
scholars. One school of thought, the Anglicists, emphasized
the importance of western education through the English
language. Raja Ram Mohan Roy, an enlightened scholar,
and David Hare were proponents of such an education. The
other group, the Orientalists, believed in a native base
for the schools.

This controversy led the British government to look
into the matter. It appointed Lord Macaulay to study the
problem and report on it. Macaulay's Minutes advised the
government to take measures for adopting English as the
only medium of instruction. Although Macaulay won his
point, all his recommendations were not accepted. It was
decided that the best way would be to educate the upper
classes only, and later these few would educate the masses.
This is the famous "Filtration Theory."

As a matter of fact, the primary concern of the
Britishers was not the education of the people of India
but the achievement of commercial and political gains. As
a result of this policy, the establishment of universities
and colleges was given prior attention, although the
primary and secondary stages of education should be the

---

5H. Sharp, Selections from Educational Records,
foundation of any educational system. As late as 1904, the Indian Education Commission and policy makers also considered the improvement of primary and secondary education a worthy goal to achieve.

The attitude of the government was not very encouraging towards the development of educational institutions, and there was hardly any provision for vocational and technical education. The only activity of government was to assist private enterprise financially and to supervise it. For fifty years or so the role of the state in education could be characterized as follows:

Government did not and could not identify itself with the people. It always had held itself aloof and spoke of the Indian people making attempts to educate themselves, either through private effort or through the local bodies with whose administration they were more closely associated. Government organized and maintained an Education Department primarily to supervise private enterprise and incidentally to maintain some institutions of its own.6

The curriculum of secondary schools, basically college preparatory in nature, was prescribed and controlled by the universities. As a result there were hardly any initiative and creative activities to improve the program.

of studies, since the schools had to teach the prescribed syllabus and textbooks. From the first grade to the post-graduate classes, education was mostly academic in nature, emphasizing rote learning. There was no provision for individual activities and initiative. As a matter of fact, the whole educational system was not only inadequate for the individual and collective needs of the people, but also harmful to the well being of the nation.

The principal charge against British educational administration in India is that it failed to create a national system of education for the country.7

During the entire history of education in British India, the educational pattern has always suffered from lack of adequate aims and objectives. Although innumerable committees, commissions, and reports had been formulated from time to time, yet the educational policies had been a matter of variance and dissatisfaction. Those who were concerned always desired a change.

The condition deteriorated more and more because, on the one hand, education suffered from non-formulation of adequate aims; and on the other hand, extreme dependence on English models and the attempt to impose a cheap

7Ibid., pp. 356, 357.
imitation of British schemes and ideas led to a complete failure. Moreover, the adoption of English language as a medium of instruction deteriorated the situation still further. The following quotation shows the magnitude of the problem:

The universal use of English as a medium of instruction, the emphasis on its teaching at the secondary and collegiate stage, the belief that English would become and continue to be the national language for the country as a whole and the consequent neglect of modern Indian languages were another group of decisions that history has shown to be unwise.  

It was apparent that education was divorced from practical utility. Although there was a quantitative growth of the institutions, yet there were meager resources to improve the quality of instruction. In spite of many resolutions and recommendations for the reorganization of education, the process of implementation was negligible. The schools needed overhauling in curriculum, buildings, and equipment.

In the years between 1930 and 1947, the political unrest in India grew. The beginning of the Second World War, the civil disobedience movement, and the demand for independence made the situation very tense. At that

---

\(^{8}\text{Ibid.}, p. 360.\)
crucial time, the English were faced with many difficulties. There was hardly any time to give serious thought to educational matters.

Finally when things seemed to be settling down, another plan for educational reorganization was worked out, but before it was put into actual operation, the partition of the sub-continent of India took place. As a result, India and Pakistan emerged on the map of the world as independent countries in August, 1947.

3. Independence of Pakistan and inherited problems of education

The review of the past shows that at the time of its establishment, Pakistan inherited the system of education which was poorly developed and inadequate in many ways. UNESCO in its annual report of 1947 has described it as follows:

The educational system which Pakistan has inherited is a legacy of the British rule and was intended to serve a narrow, utilitarian purpose. It is divorced from the environment of the country and the indigenous cultural patterns of its peoples. Its lack of realism, its inelasticity, its over-literary bias and its failure to minister to the spiritual and moral needs of the community were some of the
salient shortcomings which called forth a mounting spate of criticism from all quarters. 9

Also a vast majority of the people, between 80 and 85 per cent, was illiterate; the others could not be called educated by any standard. The reasons for this situation were several. One of the major causes was the non-availability of secondary education to the children of the working class because of its expense and the lack of scope in technical, vocational, and commercial areas. Education was unrelated to the needs of people and alien to the sub-continent of India in content and character.

The curriculum was narrow, academic, and college preparatory in nature. The institutes of higher learning were feeding the secondary and primary schools. Therefore, the curriculum was controlled by the university authorities, since the main purpose was to test the students at the end of high school and to sort them out for admission to the higher institutes of learning, for the ordinary pursuits of life, or for the lower grades of public service.

---

The studies of UNESCO describe the condition:

The system had many serious defects. The curricula were rigid, stereotyped, and subject-centered, geared to preparing the students for higher studies; time tables were crammed with the result that the students were encouraged or forced to cram; syllabuses were not kept up-to-date and were not based on research findings as regards the capacities and aptitudes of children and the requirement of modern living in the country.\textsuperscript{10}

The organization of school and college education followed more or less the same lines which were laid down in England during the nineteenth century.

The education was neither free nor compulsory. Those children whose parents could afford to bear the expense were the only ones to get an education. The schools were established and managed either by the government, missionaries, or private individuals and organizations. Education had three distinct levels: the primary stage, which included grades one to four; the middle stage, grades five to eight; and the high school, grades nine and ten, completing the high school education. It was entirely at the discretion of the parents either to send their children or withdraw them at any stage. Very few students were able

\textsuperscript{10}UNESCO, Educational Studies and Documents, No. 28, Curriculum Revision and Research, 1958, p. 15.
to complete high school education. At all these levels
the medium of instruction was English, but later on it
was replaced by the regional languages. On the whole,
the education was of a very general and academic nature.\textsuperscript{11}

4. Post-independence development
of secondary education

This was the state of affairs in the educational
sphere when Pakistan came into being. A definite problem
existed for the people and government to face and solve.
This was not the only problem; national life was pressed
with social, political, and economic problems of the same
magnitude. The mass migration of people from one part of
the country to another; the problem of re-settling the
bewildered refugees; over-crowding in the big cities;
health and welfare of the people; unstable government and
the defense of the country were among the grave national
problems.

In its initial stages of development, the government
was more active in setting up secretariats and other

\textsuperscript{11}Raziuddin Siddiqui, "Education in Pakistan,"
departments than in giving attention and thought to education. John Owen writes:

Educational reforms while admitted to be essential suffered from greater priority necessarily given to industry and agriculture in a fight for economic survival. The result is that in 1960 Pakistan's educational system is still beset by obstacles of national finance, illiteracy, human wastage, and over-crowding to an extent that must be seen to be believed.12

Another loss in the field of education was the migration of the majority of teachers to India; thus there was an acute shortage of teachers at all levels. The situation worsened more when the number of pupils in schools and colleges rose enormously as a result of the influence of Indian Muslims coming over to Pakistan. The buildings, books, libraries, scientific equipment, and other educational material were also destroyed and damaged during the disturbance; these were irreparable losses.

In the light of such crucial circumstances and massive illiteracy with an alien system of education, the need for a radical reorganization was recognized.

From the time of the establishment of Pakistan up to the present, a number of conferences, commissions, and

reports have been called and prepared for the purpose of reorganizing and revolutionizing the educational system of the country. These successive conferences and commissions have suggested the educational pattern as it "ought to be." How far the suggestions and recommendations have failed or succeeded can be determined by examining them with a critical and objective view, using McNally and Passows' criteria (as mentioned in Chapter I), as a basis for evaluating curriculum development.

B. Proposals for educational reorganization in Pakistan

With this purpose in mind the writer has traced the events chronologically. These events have a direct bearing on curriculum and the changes made from time to time to improve the educational pattern of secondary education. This will give a clear picture of the events as they have happened. The Government of Pakistan has based its educational policy on these documents and proceedings which have passed through several periods of development.

1. First Educational Conference of 1947

Immediately after the establishment of Pakistan an Educational Conference of leading educationists was called
by the government in November, 1947. In this conference
a comprehensive program was chalked out for the develop­
ment of educational facilities and the reorganization of
the educational system with the advice and guidance of
many leading educators. UNESCO has described the need of
this conference as follows:

With the birth of the independent, democratic
state of Pakistan, came an overwhelming demand for
a drastic reorientation of the educational system
and for a corresponding revision of school curricula
to suit the changed conditions of living and the
ideological aspirations of the people. To meet
this demand a conference of educationists was held
in Karachi in November, 1947, at which decisions
were taken with regard to the reorganization of
the educational system.13

A number of resolutions were passed and many recom­
mendations were made which dealt with the defects of
education, from the primary level to the university level.
The conference also pointed out the importance of such
aspects of education as these:

a. The medium of instruction.

b. Reorganization of technical and vocational
   education.

c. Emphasis on scientific and industrial research.

---

13 UNESCO, Educational Studies and Documents, No. 28,
Curriculum Revision and Research, 1958, pp. 15.
d. Provision for compulsory and universal education.
e. Liquidation of illiteracy.

A highly emphasized point during the conference was recognition of the ideological basis of education and the preservation of Islamic ideology, which stresses the practice of democratic virtues, such as tolerance, social justice, charity, and the protection of the weak and oppressed. This resolution was accepted by the government, and educational authorities at local, provincial, and national levels were advised to take suitable steps to modify the curriculum and the syllabi in order to meet the purpose of nation-building, character-building, and citizenship training.

Quid-i-Azam Mohammad Ali Jinnah, the Father of the Nation, had opened the conference with this message:

We should try by sound education to instill the highest sense of honor, integrity, responsibility, and selfless service to the nation.

---


15 Ibid., p. 221.

The conference also appointed a number of advisory boards and sub-committees to coordinate educational policies throughout the country, as well as "to give thought and to figure out an adequate plan for secondary education," in order to meet the needs of the country.  

The following advisory agencies were established:

a. The Advisory Board of Education
b. The Council of Technical Education
c. The Inter-University Board of Pakistan

These were and are the permanent consultative bodies of experts. In 1947 education was the responsibility of the different provinces, but the central government worked in close collaboration with these advisory boards in order to plan educational development and coordinate educational policies throughout Pakistan, and also to make inquiries, to understand and formulate problems, to propose solutions, and to draw up plans.  

Many recommendations and suggestions were made in the 1947 Conference for reconstructing the system of education in Pakistan, but very few were implemented.

---

18UNESCO, Educational Studies and Documents, No. 28, Curriculum Revision and Research, 1958, pp. 15-16.
The goal of achieving compulsory primary education was far from being reached. Technical education could not be integrated with the system of general education as suggested by the Inter-University Board.

As far as adoption of the medium of instruction was concerned, the Board members finally agreed that national education in a foreign tongue was insupportable and the national language should be used as the medium of instruction.

Whether or not the recommendations were implemented or the suggestions met, it became evident that these plans had formed the basis for further developments. They had become the basic document for all subsequent plans of educational reform.

In short, the major emphasis of this committee was to modify the curriculum in accordance with the Islamic ideology; it did not specify any criteria such as scope of the program, procedures and techniques to be used in curriculum improvement program, and evaluation of the total program, under which any constructive change in curriculum could have been made possible.
2. Six-year national plan of educational development, 1952

Before reviewing the Six-Year National Plan of 1952, it is relevant to see what happened during the two preceding years. The literature shows that efforts were made to improve the situation with resulting progress in all fields of education.

The report of UNESCO further describes the position:

If, therefore, we find that achievement still lags behind expectations, we should remember that the exigencies of defense and refugee rehabilitation still claim the prior attention of the Government.19

In the All Pakistan Education Conference, which was entirely a private body, the president of the conference, Mirza Mumtaz Hassan Qizilbash, criticized the deficiencies of the existing system and future plans of education. He asked that education be given top priority next only to defense.20 He also emphasized the need for making secondary and higher education cheaper, to make it accessible to a larger segment of society.

In the same conference the Education Minister, Mr.


Fazlur-Rehman, pointed out the significant development in the field of secondary education with respect to its structural pattern, content, and methods. He concluded:

No government, however progressive and prosperous, can afford to bear the whole financial responsibility for a plan of such magnitude. I would, therefore, appeal strongly for public cooperation both moral and financial.\(^{21}\)

The Minister of Information and Broadcasting had different views. He said: "In order to reorientate education, we must be clear in our minds what kind of social order we want for ourselves."\(^{22}\)

The above mentioned statements show that during this period also, education had been the subject of continuing critical appraisal. Ways and means were suggested for improvements in various fields.

The educational activities of these advisory agencies and committees led the Central Ministry of Education, in collaboration with the provinces and states, to prepare a Six-Year National Plan of Education. This plan provided an all around development of education. The Central Ministry of Education reviewed the previous discrepancies and

\(^{21}\)Ibid., p. 16.
\(^{22}\)Ibid., p. 17.
deficiencies of educational plans and the existing system of education. A critical appraisal was made for the purpose of laying out an integrated, comprehensive and well-balanced program for the development of education at all levels. The plan was an attempt to present an up-to-date picture of the existing educational facilities in Pakistan and a program of their development during the next five years up to year 1957.23

The other objectives of the plan were

a. To give due importance to such neglected activities as youth movement, physical education and cultural matters.24

b. To eradicate illiteracy and achieve as comprehensively as possible during the period (1951 - 57), an integrated and balanced development of education.25

c. To reorganize education in all its spheres.

---


24Ibid., p. 228.

d. To integrate technical and commercial education with general education.

e. To use mechanical aids such as the radio and cinema in the sphere of primary and secondary education.

f. To introduce primary education on a compulsory basis in various areas in Pakistan, with the aim of obliterating illiteracy within the next decade. 26

These objectives, criticisms and appraisals give a clear picture of what education ought to be in the educational institutions of Pakistan in the years ahead. In essence, the old weaknesses were criticized and a new structure of education was proposed.

During this phase of educational reconstruction and reorganization, secondary education received special treatment.

It is very important to note that from 1948 up until the formulation of the Six-Year National Plan, the development of secondary education has always been reported as

"making progress," although weaknesses and deficiencies have always been pointed out whenever an appraisal was made.

Curricula and textbooks received special attention. The report presented in the Eleventh International Conference on Public Education, held in 1948, emphasized the revision of curricula and textbooks on the basis of Islamic ideology.

Progress during the year 1951 showed that the syllabi were revised with an emphasis on teaching of science and practical arts and the use of audio-visual aids. The syllabi also presented a diversification of subjects.

Again in 1952, the curricula and syllabi were revised in conformity with national requirements and textbooks were prepared accordingly.

In spite of all these revisions and preparations of curricula, the results showed that there had never been a genuine attempt to rationalize the curriculum content and method of instruction.

Another scheme regarding the reorganization of secondary education was a proposal to make this level complete in itself; that is, it should not prepare all the
students for university education but should relate to the pupil's need and aptitudes and practical life interest. For this purpose, provision for vocational education was proposed with accompanying academic or general secondary education. In the UNESCO report it was thus described:

This reorganization providing diversification of courses, will, it is hoped, meet better the requirements of Pakistan, which has hitherto suffered from an inelastic and over-literary system of secondary education.27

Since there did not exist a uniform pattern of education in different provinces, the length of time necessary for the secondary level differed in each province. The committee on secondary education recommended that the intermediate level, grades 11 and 12, which were included with university education, should be abolished; grade 11 should be added to the secondary level while grade 12 should remain with the university level.

The Karachi Board of Education suggested the structural reorganization of secondary education. According to this scheme, one year was to be added to the secondary education to make eleven years of elementary and secondary schooling; and another year to the undergraduate class to

27Ibid., p. 229.
form a three-year instead of a two-year program. Because this scheme did not seem to be practical, it was dropped. But once again proposals had been made to diversify the curriculum by establishing multi-purpose schools and classifying students separately for vocational and academic education.

Whether this Six-Year Plan proved a success or a failure, it certainly presented a solid base for future construction and reconstruction of plans and procedures.

Many phases of this plan could not be implemented because the critics thought it was not related to the social and economic development based upon an economic analysis of resources. More than that, it seemed too ambitious to be realized within the economic resources of the country.

In spite of its unpracticality, the plan was still considered a valuable contribution, as indicated in this comment:

Although this plan was never implemented for various administrative and economic reasons, it has always been the basic document for all subsequent plans of educational reform.

---


29 UNESCO, Educational Studies and Documents, No. 28, Curriculum Revision and Research, 1958, p. 16.
This suggests that basically the Six-Year Plan came out with certain definite points such as an integrated, comprehensive and well-balanced program of educational development, including the structural reorganization of secondary education and making this level complete in itself. However, it did not emphasize any criteria such as an effective administration of the curriculum improvement program, or the organization for curriculum planning, which are equally important for improving any curricular activity.

3. The First Five-Year Plan, 1955 - 1960

The Six-Year Development Program of 1952 terminated in 1955. The Planning Board then announced a five-year educational development plan. This time the planners emphasized the utilization of human and material resources for the social and economic uplift of the masses. Education was considered a necessary and fundamental activity for national development. In the Five-Year Plan it was expressed in this way:

The planners considered education as necessary for the increase of trained personnel to supply the needs of national development schemes.
Educational opportunities are one of the primary goals of a society believing in equality of opportunity and the paramount worth of the individual.\textsuperscript{30}

Again the major point of emphasis in this plan was the coordination of educational activities and the diversification of the curriculum. Apparently this has been the crucial problem from the very beginning.

The Planning Board proposed a comprehensive school system which would have the vocational and academic subjects in an integrated scheme. This they thought would be more democratic and provide equality of opportunity. The qualitative aspect of education was also emphasized:

"Most of the changes in education since independence have been quantitative rather than qualitative."\textsuperscript{31}

Educators and critics were also aware of these problems. S. M. Huq writes:

Since independence, the improvement of Pakistani education has been qualitative as well as quantitative. There are still many problems to be solved, the qualitative ones being the more difficult since they are intangible.\textsuperscript{32}


\textsuperscript{31}\textit{Ibid.}, p. 543.

Therefore, it was found necessary "to fill the gap and make up the qualitative deficiencies." The other objectives were as follows:

a. Training of teachers for adequate staffing of schools and colleges and providing research facilities in education, social sciences and biology; arranging for technical, vocational, commercial, and research facilities for bringing existing schools to an adequate standard and providing new ones where they are needed badly.33

b. Free and compulsory primary education, with the aim of encouraging local support in meeting the educational needs, including the construction of buildings by villages and local bodies.

c. Formation of special groups for assisting in total development of primary, secondary and vocational education.

d. Decentralization of school administration with more authority to district officers.

e. Expansion of college and university education in order to improve the content and quality of teaching and research.

A review of the above-mentioned objectives shows that

actually these suggestions were discussed earlier by the members of the First Educational Conference of 1947 and were included in the Six-Year National Plan of 1952. This time they were directly related to the changing socio-economic scene.

Since our main interest is centered in secondary education, it seems necessary to examine the recommendations and suggestions regarding the program of secondary education "as it ought to be," as proposed by the Planning Board.

Primary education was considered to be the stepping stone and a base for the entire structure of education; therefore, it was proposed that free and compulsory primary education must be provided in order to extend equal opportunities to the masses for economic and cultural advancement. This would in turn negate the concept of "education for a few privileged."

Secondary education was to be designed to meet the changing needs of the society. The Planning Board suggested that

Curriculum changes are urgently needed to change the emphasis from a rigid academic system based upon university entrance requirements to a
curriculum which will be more life-problem centered. The diverse traditional influences retard curriculum change.34

The organizational structure of secondary education was also discussed. Regarding the curriculum, a need was felt for a continuous evaluation, keeping in mind the changing needs of society.

It was strongly proposed that there should be one common school system, that is, technical, commercial and agricultural courses should be combined with the general course of work, and separate vocational institutions should not be established. This was proposed with a view to bridge the gulf of social and economic distinction. It was thought that the multi-purpose school would serve best by providing general education with a practical bias adopted to the interests of the children and their life in the community.35

As far as the administration of secondary education was concerned, the plan stressed decentralization by providing final authority to district education officers. It


also pointed out that the function of these education officers should be guidance and supervision rather than administration.

Finally in the reorganization of secondary education, the government recognized its role as being able

a. To provide leadership concerning school standards.

b. To assume responsibility for a more equal geographical distribution of secondary schools.

c. To give positive support to curriculum changes considered necessary or desirable from national and provincial points of view.36

In relation to the organization and improvement of curriculum, it was suggested that the system of examination should be improved in order to give more autonomy to the secondary schools so that they could improve the curriculum.

In regard to the implementation of the proposed plan, the content of the First Five-Year Plan seemed very encouraging. It had touched all the important aspects of education and suggested ways and means to bring the situation under control. But unfortunately the comments of the board

36Ibid., p. 551.
members of the second Five-Year Plan, 1960-65, have presented a gloomy picture. One such comment follows:

Accomplishments during the First Plan period, though by no means negligible, were in several respects disappointing. No significant improvements in the quality of school education were made.\(^{37}\)

The reasons for the failure of the plan have been given as

Political instability, absence of sustained endeavor, lack of imaginative approach to organizational problems requiring urgent solutions, and non-observance of the discipline of the plan.

Yet in explanation it must be remembered that the preparation of the First Plan was not completed until near the middle of the five-year period which it covered, and that it never received formal sanction at the highest levels of the government, with the result that the vigorous efforts demanded for its implementation were not expanded.\(^{38}\)

In brief, the First Five-Year Plan emphasized the coordination of educational activities and the diversification of curriculum by providing a comprehensive school system, keeping in mind the changing social economic scene. Continuous evaluation and decentralization of administrative authority were also stressed.


\(^{38}\)Ibid., p. xiii.
In fact, this plan considered most of the criteria such as comprehensiveness of curriculum program, administration for improved program, organization for better curriculum planning and evaluation of curricular activities. This could have been used as a basis for improving curriculum programs in Pakistani secondary institutions.

Before considering the second Five-Year Plan to see how the inadequacies of achievement during the First Five-Year Plan period were overcome, it is important to recall that a revolution occurred in the life of the people and the government. In October, 1958, the country passed through unusual economic and political difficulties which led to a revolution in the form of government.39


The revolutionary government introduced sweeping changes in the country's administration. Within a few weeks the government set up commissions to investigate and suggest reforms on which national reconstruction could be based.40


For this purpose a commission of national education was appointed by the president in December, 1958. This was the first serious attempt to formulate policies of national education on scientific and realistic lines. Ten eminent educationists served on the Board. "This commission was charged with the responsibility of making a comprehensive review of the existing educational system in the country and recommending measures for a balanced development of education at various stages in accordance with the aspirations and needs of Pakistan."\(^1\)

The President expressed his views as follows:

What we need now are young men and women to bring traditions of honesty and fair play into our business and industry; to undertake the immense task of technological advancement in this age of atomic science; and generally to enrich the social, professional, cultural and intellectual life of the country.\(^2\)

Education has been considered a vital service for the building of the wealth and the unity of the nation; therefore, expenditures on education are an investment in human


resources. With this idea the government has given high priority to education in the program of nation building.

The commission, after examining and studying the existing educational system, suggested some modifications. Since it had a free and wide scope to shape education in accordance with the actual requirements of the country, it covered the fields of broad policy, regarding higher, professional, secondary, technical, vocational, primary, women's, adult, and religious education as well as the medium of instruction and teaching of languages, provision of textbooks, training and conditions of service of teachers, student welfare and discipline, and improvement of teaching methods and the examination system.

Another outstanding feature was the provision for free compulsory education at the primary stage. To achieve this target a period of ten years was set.

The following tables show the number of schools, enrollment and number of teachers in the country during 1957-58, 1958-59. During this period, education received special attention and the rapidity with which expansion took place suggests the impact of the commission's recommendation which is reflected in these tables.

---

<table>
<thead>
<tr>
<th>Type of Institution</th>
<th>1957-58</th>
<th>1958-59</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>43,509</td>
<td>44,222</td>
</tr>
<tr>
<td>Female</td>
<td>38,459</td>
<td>39,018</td>
</tr>
<tr>
<td>Female</td>
<td>5,050</td>
<td>5,204</td>
</tr>
<tr>
<td>Secondary Schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>5,155</td>
<td>5,296</td>
</tr>
<tr>
<td>Female</td>
<td>692</td>
<td>734</td>
</tr>
<tr>
<td>Teacher Training Schools</td>
<td>84</td>
<td>84</td>
</tr>
<tr>
<td>Special Schools&lt;sup&gt;a&lt;/sup&gt;</td>
<td>356</td>
<td>359</td>
</tr>
<tr>
<td>Other Schools&lt;sup&gt;b&lt;/sup&gt;</td>
<td>3,538</td>
<td>2,324</td>
</tr>
</tbody>
</table>

<sup>a</sup>Special Schools: Includes Medical, Technical and Industrial, Commercial, Engineering, Reformatory Schools and Schools for Defectives and Adults.

<sup>b</sup>Other Schools: Includes Tanzim Mosque Schools, Patshallahs (Hindu religious schools), Arabic Madressahs. These schools impart elementary instruction.
<table>
<thead>
<tr>
<th>Type of School</th>
<th>1957-58 Total</th>
<th>1957-58 Trained</th>
<th>1957-58 Untrained</th>
<th>1958-59 Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>117,014</td>
<td>86,565</td>
<td>34,864</td>
<td>121,429</td>
</tr>
<tr>
<td>Male</td>
<td>107,984</td>
<td>80,147</td>
<td>27,837</td>
<td>112,294</td>
</tr>
<tr>
<td>Female</td>
<td>9,030</td>
<td>6,418</td>
<td>2,612</td>
<td>9,135</td>
</tr>
<tr>
<td>Secondary</td>
<td>52,872</td>
<td>28,646</td>
<td>24,226</td>
<td>53,603</td>
</tr>
<tr>
<td>Male</td>
<td>47,073</td>
<td>23,489</td>
<td>23,584</td>
<td>46,153</td>
</tr>
<tr>
<td>Female</td>
<td>5,799</td>
<td>5,157</td>
<td>622</td>
<td>7,450</td>
</tr>
</tbody>
</table>

TABLE 2

NUMBER OF TEACHERS IN PAKISTAN DURING
1957-58, 1958-59
<table>
<thead>
<tr>
<th>Type of Institution</th>
<th>1957-58</th>
<th>1958-59</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Schools</td>
<td>4,226,831</td>
<td>4,469,490</td>
</tr>
<tr>
<td>Male</td>
<td>3,834,433</td>
<td>4,048,499</td>
</tr>
<tr>
<td>Female</td>
<td>392,398</td>
<td>420,991</td>
</tr>
<tr>
<td>Secondary Schools</td>
<td>1,325,563</td>
<td>1,345,549</td>
</tr>
<tr>
<td>Male</td>
<td>1,146,468</td>
<td>1,162,947</td>
</tr>
<tr>
<td>Female</td>
<td>179,095</td>
<td>182,602</td>
</tr>
<tr>
<td>Teachers Training Schools</td>
<td>7,832</td>
<td>8,090</td>
</tr>
<tr>
<td>Male</td>
<td>6,360</td>
<td>6,540</td>
</tr>
<tr>
<td>Female</td>
<td>1,472</td>
<td>1,550</td>
</tr>
<tr>
<td>Special Schoolsa</td>
<td>21,002</td>
<td>22,548</td>
</tr>
<tr>
<td>Other Schoolsb</td>
<td>261,498</td>
<td>243,953</td>
</tr>
</tbody>
</table>

a Special Schools: Includes Medical, Technical and Industrial, Commercial, Engineering, Reformatory, and Schools for Defectives and Adults.

b Other Schools: Includes Tanzim Mosque Schools, Patshallahs (Hindu religious schools), Arabic Madressahs. These schools impart elementary instruction.
The commission made many proposals for the reorganization of the educational system. It was realized that the old system could not be changed overnight, nor should the change be precipitate. Old ideas take long to die and new concepts take time to strike root.44

The need for educational reform was obvious and pressing. The commission recognized the needs of an underdeveloped country in a technological age. Thus it recommended a change in the whole educational vista by a gradual modification that would ensure continuity since a living system, however faulty it may be, could not be uprooted, picked up and thrown away without consequent chaos.45

The system of education should cultivate a sense of nationhood and create an individual with national habits of thinking, the commission felt, but the old educational system had failed to develop new attitudes, habits and skills consistent with the needs of people who controlled their own destiny. "The Commission on National Education felt that the first object of the new system should be to

44S. F. Mahmud (Group Captain), "Educational Reforms," Pakistan Quarterly (Spring, 1960), p. 49.

integrate the individual with the state, to create an atmosphere in which he will think and behave in terms of nationhood."\footnote{Ibid., p. 12.}

Further on in its report the commission says:

We cannot escape the conclusion that our fundamental need is for a revolution in attitudes through which the cynicism, lethargy, opportunism, suspicion, dishonesty and indifference that have characterized the outlook of so many of our people and officials in the past will give way to a spirit of individual initiative, personal integrity, pride in accomplishment, trust in one's fellow men, and 'a private sense of public duty.'\footnote{Ibid., pp. 8-10.}

In short the Commission on National Education felt that education should inculcate a sense of public duty and create a society whose members are productive and can maintain a higher standard of living in order to live as a nation in the world of tomorrow.

The following outline presents the needed changes:\footnote{Ibid., p. 12.}

a. The public and their concept of Government and relationship to it. A needed change in the behavior of the public who expect the government to provide them with all the facilities.

b. A transformation within government and among its officials. Maintenance of law and order,
an over-all development of the country and a firm base for the national economy.

c. **Revision of attitudes on the part of the professional educator.** Government and the public. Education should play an important role in the social and economic uplift programs.

d. **Education, people, and their traditional views.** A change in the traditional views that education cannot be had "cheap." An identification of the community with the schools.

e. **Quality in education---a need for cultivating** qualities of honesty, fairness, hard work, and genuine interest among students.

Since education is the basic instrument for promoting this needed change, the commission in its report suggested how these changes could be brought about. The following objectives served as a base for recommendations:

a. **The gifted should be recognized and have full opportunity to develop their skills.** Education must provide leadership training for the development of all the vocational abilities needed in the creation of a progressive and democratic society.

b. **The Islamic way of life, based on the concept of a universe governed by the principles of truth, justice, and benevolence, combined with the freedom, integrity and strength of Pakistan should form the ideology which inspires our education system.**

c. **Education must create a sense of unity, nationhood and solidarity; the program at all levels should cultivate this sense.**

d. **Since the standard of living in Pakistan at the moment is among the lowest in the world, education must be considered as a public investment in economic development.**
For this full provisions should be made for the training of technicians, vocational skilled workers and scientific personnel at all levels.

e. Educational benefits and opportunities must be available to all. Since it is not possible to provide universal education at this moment, at least a target for its achievement should be set. In the meantime, quality in education should be stressed, particularly at the higher levels. Public assistance is also necessary in the form of scholarships to the gifted.

f. Education should also emphasize character building.

g. The curricula should include courses in the hand-work, simple agriculture and workshop practice to develop new skills among the children as well as awaken in them a liking for the use of their hands and a realization of the benefits and pleasures of manual skill.

While these were the general objectives, the commission also dealt with the objectives of each of the areas mentioned earlier.

Secondary education, its present defects and suggestions for its improvements "as it ought to be" was studied in depth by the commission. The commission stated that secondary education in Pakistan has suffered neglect in the past and is of deep concern at present. This level has long been recognized as a critical one in determining the effectiveness of a national system of education. As one step toward improving matters, the commission pointed out some of the inherited defects still dominating the
educational system. They are as follows:

a. Education has had a single goal; that of training civil servants and providing a passport to government service; the curriculum has been overloaded with literary subjects.

b. Schools have failed to meet contemporary demands. Lack of diversification has failed to provide for individual aptitudes and interests as well as social needs.

c. High schools have prepared students only for higher education and thus have been dominated by university requirements.

d. Present curricula have been too academic and have not considered the social, physical and emotional development of the students.

e. Teaching methods have been impersonal and bookish. Too much emphasis has been placed on memorization with no provision made for individual activity and initiative.

f. The teaching profession has continued to suffer from inadequate preparation, low salaries and inadequate teaching materials and facilities.\(^{49}\)

Having these defects in mind, the commission proposed certain objectives for the development of secondary education as it ought to be at this stage of Pakistan's social and technological development. The principles which should govern secondary education and inspire its curricula, syllabi, textbooks, teacher training programs and teaching

\(^{49}\text{Ibid.}, pp. 113,114.\)
practices are set forth as follows:

a. Secondary education should be a complete stage in itself and must be designed to prepare young people for careers and equip them intellectually, physically, morally and vocationally for a full life as individuals and citizens. It should also be accepted as a separate academic and administrative unit and organized as such.

b. It should provide general education with a common core of subjects, supplemented by a diversity of courses to suit individual aptitudes and prepare students for different vocations.

c. A new conception of teaching is necessary: teaching methods and teacher training must have a progressive outlook.

d. A spirit of nationhood reflecting the social aspirations and cultural values of the country should be fostered among children.

e. In order to escape from the walls of narrow nationalism, international understanding must be cultivated in the minds of the young.

With these objectives and principles in mind, the commission emphasized the following:

We consider that in order to fulfill the aims of secondary education in Pakistan, the appropriate education authorities should take the necessary steps to ensure that teaching practice, the content of teacher-training and the construction of curricula and time tables are such as to bring about the full development of the child (a) as an individual, (b) as a citizen, (c) as a worker, and (d) as a patriot.50

An analysis of the duration of secondary education and its levels is shown in Table 4. The duration and

50Ibid., p. 116.
<table>
<thead>
<tr>
<th>Level</th>
<th>Duration</th>
<th>Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary (Grades 1 - 5)</td>
<td>5 years</td>
<td>5+ to 10+</td>
</tr>
<tr>
<td>Middle (Grades 6 - 8)</td>
<td>3 years</td>
<td>10+ to 13+</td>
</tr>
<tr>
<td>High (Grades 9 - 10)</td>
<td>2 years</td>
<td>13+ to 15+</td>
</tr>
<tr>
<td>Intermediate (Grades 11 - 12)</td>
<td>2 years</td>
<td>15+ to 17+</td>
</tr>
</tbody>
</table>

stages of public education have been a crucial problem since the British times. The inclusion of intermediate classes, that is, grades 11 and 12, had always been criticized by different committees and boards, but change, when proposed, could never be implemented. The commission has suggested that the intermediate classes should immediately be transferred to the high school and should be under the control of the Board of Secondary Education. Four-year institutions, composed of grades 9 to 12, should gradually take the place of existing secondary schools which include grades 9 to 11; but until then the following scheme should be followed:\(^{51}\)

- Grades 1 to 5 (Primary)
- Grades 6 to 8 (Middle)
- Grades 9 and 10 (Secondary)
- Grades 11 and 12 (Higher Secondary)

This reorganization has been suggested with the ultimate objective of having only two categories of schools; elementary schools from grades 1 through 8 and secondary schools from grades 9 through 12.

Also, the analysis of curriculum by the commission showed that its developmental pattern has roots deeply imbedded in the early period of foreign rule. This

\(^{51}\text{Ibid., p. 144.}\)
curriculum has never been found appropriate to the prevailing needs of the people and society at large. As mentioned earlier, it was created and designed to serve a narrow purpose, chiefly to produce civil servants of a passive disposition. Educational opportunities were limited, and initiative, creativeness and individuality were neither expected nor encouraged. Therefore, the commission considered the present secondary curriculum as predominantly theoretical and bookish. It pointed out that it did not adequately provide for all the talents of adolescents or the needs of the society and was dominated by examinations and requirements outside the control of school authorities.\textsuperscript{52}\nl
The commission, therefore, laid down some suggestions for curricular improvement.

At the secondary level curriculum development must relate more closely to the actual needs of society and the talents and interests of the young people. The following principles should serve as the base for such schools:

\textbf{a.} Adequate knowledge of the subjects needed by every pupil in this developing society.

\textbf{b.} A compulsory core of subjects for all, and additional subjects preparing for specific vocations and careers.\textsuperscript{53}

\textsuperscript{52}\textit{Ibid.}, p. 120.

\textsuperscript{53}\textit{Ibid.}, p. 120.
The commission suggested that the multi-purpose schools should be established and offer a basic core of subjects, and optional subjects, including particularly the practical and industrial arts. The students should have a wide range of choices, and under the guidance of teachers, be able to make such choices appropriately in terms of individual needs.

For the enrichment of curriculum the commission recommended the setting up of a network of technical and vocational institutions to accommodate students after they have completed the eighth and tenth grades in regular schools.

Constant evaluation has been recognized as an important factor in curriculum development and refinement. For this purpose continuous study and research into curriculum matters on a long-term basis has been strongly advocated.

These standards or principles have been regarded as necessary guides in the development of a new curriculum. Moreover, more attention to national languages and inclusion of modern languages of Europe, the Middle East and Asia was also proposed.

The commission also proposed that evaluation and examination be made part of the school program. During
both the pre-independence and post-independence periods, the curriculum was controlled by the examining authorities, and the fate of the students rested in their judgments. No consideration was given to the progress of students in their respective schools.

The commission pointed out this defect and recommended that in order to evaluate pupils' moral, social and physical growth, a regular record of personality development should be kept by every school and communicated to the parents and other institutions when required.\textsuperscript{54}

Moreover, the public examination results should not be considered the only criteria for failing or passing a student. These examinations should be supplemented by the assessment of schoolwork done throughout the year. The teacher, being the most important and significant person in this respect, should be trusted and his judgments, observations and evaluations of a student's work should be given substantial consideration. Therefore, 25 per cent of the grade or marks should be based on the student's school record, including periodic tests, habits of cleanliness, punctuality, truthfulness and honesty.

\textsuperscript{54}Ibid., pp. 125, 126.
The Ministry of Education was advised to set up a Board for the constant review of this situation.

The commission also made suggestions for improving the teaching profession. "If you cannot find a job, go and become a teacher," has been a common statement made about the teaching profession, showing its low prestige; but actually it has some basis in fact. The commission has pointed out that there is a large percentage of untrained teachers and scarcely any in-service training programs available. Salaries are unimaginably low and thus do not attract suitable candidates. Keeping these conditions in view, the commission has suggested such reforms as these:

Teachers must be properly trained and should be provided with refresher courses. They must receive adequate salaries commensurate with their abilities and efforts. They must also develop and maintain good student-teacher and community relations. The administrative authorities must take firm steps to assess teacher work. Good teaching should be recognized and rewarded.

We believe that if the above mentioned steps are taken and applied vigorously, along with sustained publicity on the importance of the
teaching profession, considerable progress will be made in restoring to the teacher the good name he deserves and which he needs to make his best contribution to national and social progress.55

In regard to the functioning of the school, the commission specified the duration of the academic year, length of vacations and the like. The suggested period is 40 weeks of work during an academic session with two months of summer vacations and a few other holidays in between. This will in turn expedite the proper functioning of the school.

Educational guidance, practically unheard of in the educational institutions of Pakistan, was given considerable weight by the commission. Educational guidance and vocational guidance were placed on the same level of importance. In connection with the diversification of courses, the commission said:

The proposed diversification of courses will give fuller scope to the child to satisfy his desires and requirements and greater opportunities to the teacher for advising him on his future career.56

Suggestions were also made for greater emphasis on child psychology in the teacher-education programs and the

55Ibid., p. 273.
56Ibid., pp. 133, 134.
appointment of career officers in secondary and vocational schools to assist teachers in guidance.

The commission also proposed adequate financial support for the financing of educational programs. Pakistan is among those countries whose expenditures on education have been unusually low. The commission observed:

We must recognize that Government has never provided adequate financial support for education either in absolute terms or in comparison with the effort being made in other countries. We are spending a smaller percentage of our national income and a smaller percentage of our total revenues on education than many countries whose resources are more or less equal to our own.57

It has been stressed several times in the report that "good education cannot be had cheaply." Therefore, in view of the facts that the resources of government are limited, the commission suggested the following remedies in order to meet the educational requirements:

a. Public investment and interest in education.
People must be willing to make sacrifices and should extend reasonable financial support.

b. The contribution of industry. Since industry has been receiving skilled workers and technicians, it must

57Ibid., pp. 340, 341.
share the cost of education by providing technical and vocational in-service programs and centers for apprenticeship training.

c. Suggestions for raising the necessary financial support for education. Provision must be made for the education and training of the workers who would maintain and operate projects of national importance. The commission, therefore, recommended that funds equal to 5 per cent to 7 per cent of the national income should be allocated to educational fields in science, engineering, agriculture and technical education.

The chapter on secondary education closes with these lines: "The education that the nation gets depends ultimately upon the price it is willing to pay."58

Reviewing the commission's report, it is evident that the commission has dealt with almost all aspects of educational development programs in Pakistan. Regarding the development of secondary education curriculum programs, which is the main concern here, the commission came out with the following points.

a. relating curriculum development programs to the

58 Ibid., p. 345.
actual needs of society and the talents and interests of the individual pupils, therefore, establishing multi-purpose schools;

b. setting up separate technical and vocational institutions;

c. constant evaluation programs for the development and refinement of curriculum using continuous study and research into curriculum matters on a long range basis.

If criteria such as continuous evaluation of curricular activities, effective organization for curriculum planning, and the comprehensiveness of the program dealing with the educational needs of the individual and society (also discussed by McNally and Passow), are set up for evaluating curriculum improvement programs, it seems that suggestions and recommendations made by the commission in this respect encompass most of the criteria which result in improving the quality of curriculum programs.

5. Government resolution on the report of the Commission on National Education

The objectives of the First Five-Year Plan of Education could not be achieved and the recommendations were
never implemented. The reason for the failure of this plan has been explained as the inability to receive the formal sanction of the highest levels of Government. In this respect the Commission on National Education was fortunate. After the report was submitted, it was examined by the Presidential Cabinet, in consultations with the Governors, and was accepted. While approving the proposal, the governor stated: "The Ministry of Education will deal with these recommendations and suggestions in the appropriate manner."59

It was thus evident that the Government gave its final sanction for the endorsement of some general and specific reforms suggested by the commission. In matters of educational development, the Ministry of Education declared:

The pace of educational development will be determined by the actual allocations made. Government desires that whatever funds are finally allocated should be spent keeping in view the need for a balanced educational program.60


60 Ibid., pp. 9, 10.
The broad policy reforms, which were specifically endorsed item by item, covered the objectives laid down by the commission in its report. The resolution endorsed the views on secondary education by giving emphasis to the following:

a. Different subjects and the variation in teaching time according to their importance.

b. Recognition of well-equipped schools only.

c. Financing of secondary education in these proportions: 60 per cent from fees, 20 per cent from management, 20 per cent from Government.

d. Changing to multi-purpose schools with diversified programs.

e. Compulsory primary education to be effected in 10 years time.

This resolution, in fact, gave a statutory status to the commission's report and it was hoped that the implementation will receive the attention of all those connected with it in any way.

6. The Second Five-Year Plan, 1960-65

The Second Five-Year Plan covered the period from July, 1960, to June, 1965. The plan has covered all the
developmental needs of the country, including improved education. This section of the plan was inspired by the commission's report and its recommendations have been included in the plan.

Principal aspects of the plan:

a. Agricultural Development
b. Industrial Development
c. Educational Development

Although the highest priority has been attached to substantial increase in agricultural and industrial production, the second plan has recognized the concept of education as a vital national investment and its lack as an important deterrent to the nation's development effort.61

The plan also recognized the importance of expanding different levels of education in line with one another. It pointed out the difficulty of insuring development at all points at the same rate:

Educational advancement is a complicated process. To expand output at one level, expansion must take place at other levels. Primary, secondary, technical, vocational, and university education constitute a pyramid; the different levels must expand in step with one another. But a poor country

lacks the resources to support the cost of simultaneous and equalized development at all points. A strict order of priorities among different branches of education is therefore necessary.  

In this respect high priority has been given to scientific and technical education and to specialized training in the most essential specific activities, since education has been viewed both as an economic investment and a means for human development.

Although the First Five-Year Plan laid down some basic suggestions for the improvement of secondary education, the accomplishments were disappointing. The Second Five-Year Plan, 1960-65, emphasized more or less the same points. But in view of the limited resources with inadequate teaching staff, buildings, and equipment, the plan urged greater participation by the local communities in the development of education, particularly in providing lands and buildings.  

Plans also were made to improve all secondary schools.

---


and to bring their accommodation, equipment, libraries and teaching staff up to specific standards. Since the traits of leadership and the need to develop leaders have been emphasized greatly, the plan envisaged the establishment of residential schools, which would offer an educational program of the highest standard which would concentrate on character development and leadership training through an active and well-disciplined corporate life.64

In regard to enrollment, a 3 per cent increase in students was planned. The total expenditure showed an increase of 53.5 per cent.

Available evidence shows that implementation of the educational program has been highly successful. It was expected that by the end of this planned period, 1960-1966, all the important physical targets would be achieved.

In essence, the Second Five-Year Plan did not come up with anything new as far as the development of educational programs was concerned. It stressed, more or less, the commission's recommendations and some basic suggestions laid down earlier by the First Five-Year Plan. The only

point of special emphasis was the establishment of residential schools which would accommodate the talented students.

This plan did not deal specifically with any of the criteria as advanced by McNally and Passow mentioned in the first chapter, for developing the curriculum programs.

7. Report of the curriculum committee for secondary education

The commission made many recommendations in the area of secondary education. To put the theory into practice, the government of Pakistan appointed a Curriculum Committee to develop curricula for the middle, secondary, and higher secondary schools. The Curriculum Committee was assigned the responsibility to formulate the curricula and syllabi for secondary education in conformity with recommendations of the commission. In 1960, the Curriculum Committee revised the syllabi so that national objectives and uniform academic standards throughout Pakistan could be maintained.

Actually the Curriculum Committee complied with the directions contained in the commission's report while planning the curriculum.

It considered criteria such as the capacities, interests, and aptitudes of children; the importance of the
teaching profession; constant and continuous evaluation; preservation of the moral and spiritual values of Islam; and uniform academic standards throughout Pakistan.

These and other criteria mentioned by the curriculum committee have a different approach than those laid down by McNally and Passow. Categories and criteria by McNally and Passow are systematically and objectively laid out; they cover almost all points which are needed for developing well-balanced curricula. The Curriculum Committee on the other hand has not presented a comprehensive scheme. It has dealt separately with topics like growth of knowledge, need for trained teachers, record of progress, and national assets, without giving them a unified shape. Discussing the responsibilities of government and teachers towards improved curriculum, the committee did not emphasize the need to improve teacher behavior and perception, and did not say anything about research on the behavior of teachers.

C. Summary

An analysis of secondary education in Pakistan shows that attempts have been made intermittently by national committees and commissions to coordinate the educational
activities and improve the chaotic situation; weaknesses were examined and improvements suggested. Some of the suggestions were implemented, others could not be. The most influential and successful work was done by the Commission on National Education. Yet none of the committees or commissions, including the Commission on National Education, have suggested all the dimensions of program improvement as laid down by McNally and Passow (see pages 123-127) for improving the quality of education.

The following generalizations are based on historical analyses and Reports of the Commissions and Committees which have shaped secondary education in Pakistan. These will help the reader to identify the criteria in the chapters ahead; criteria which will finally be used for a logical-philosophical synthesis in formulating guidelines.

1. A review of the past shows that a complete pattern of education existed in the sub-continent of Indo-Pakistan before the advent of Britishers, yet it was not comprehensive in scope, and was not based on specific aims and objectives, and methodological and evaluation techniques were not utilized. Education did not emphasize present and future needs of youth and the demands of society.
2. The Britishers brought a new system of education which failed to serve the needs of society and individuals. It was based on western ideologies and was specifically designed to train a segment of society to serve their own requirements, rather than to prepare youth for a better and productive future life.

3. From the post-independence period until 1959, several national committees, commissions, and reports recognized a pressing need for reforms in the educational system. The establishment of comprehensive high schools for all, compulsory and universal primary education, adoption of national languages as the media of instruction were the most significant recommendations. The results show that in reality, the proposed plans could never be implemented due to organizational discrepancies and deficiencies.

4. The Commission on National Education has brought some significant changes in the educational scene. The emphasis on total development of the individual, change in traditional views, and the cultivation of new concepts of democratic values have brought a revolution in the thinking and actions of the people. Yet the reports suffer
from basic weaknesses such as stratifying students into various categories, and rigid administrative control and authority.

5. Neither the committees nor the commissions specified, fully, some definite central concepts as formulated by McNally and Passow (see Chapter V). These concepts or criteria could have been used to evolve a balanced and improved curriculum program.

6. The committees and commissions identified and classified objectives of education in Pakistan; however, they were unable to effect necessary procedures for operationalizing these objectives.
CHAPTER III

AN ANALYSIS OF SECONDARY EDUCATION AS IT 
"OUGHT TO BE" IN THE UNITED STATES, AS 
PROPOSED IN PROFESSIONAL LITERATURE

The system of secondary education in the United States has undergone many changes in the past. Today, as increasing consideration is being given to the study of the high school curriculum, changes like curriculum reorganization and revision are the focal points of educational concern. Educators and other interested groups are emphasizing the importance of social needs, and the role of secondary education, which is to fulfill these needs and the demands of society. Current ideas are being reviewed in order to suggest further improvements.

A. A summary of significant events in the development of secondary education

The history of the American educational institutions shows that from colonial days up to the present century these institutions have responded to social problems and
social forces of the time. Secondary schools have always been thought of as institutions for helping and preparing youth to adjust to the society.

During these centuries of development a systematic program of secondary education was developed by the American people. However, educational changes were seldom based upon recognized principles and there was little evaluation. Procedures recommended for curriculum development were generally observational in nature; thus could not bring a profound change. Moreover, changes in education could not keep pace with the rapid social and cultural changes.

In order to reorganize and improve secondary education, many committees and commissions have continuously investigated, examined, and evaluated all aspects of education and have made many recommendations. These recommendations concerning objectives, content, and method of secondary education have influenced the organization of the secondary schools. The present curriculum is largely a result of their work.

In this chapter the writer will investigate, integrate, and discuss significant events which have taken
place during periods of educational change and the work that has been done by various committees, commissions, and educational leaders. To analyze completely the evolution of American secondary education was not attempted in this study. Only selected events of significance in educational development were examined. Following is an outline of historical eras, events, committees, commissions, and personalities that have affected the growth and directions of secondary education.

1. Colonial Period
2. Committee of Ten
3. Committee on Economy of Time
4. Commission on the Reorganization of Secondary Education
5. John Dewey and his Educational Philosophy
6. Educational Policies Commission
7. Progressive Education Association
8. American Youth Commission
9. Imperative Needs of Youth
10. James B. Conant
11. Pursuit of Excellence
13. The Elementary and Secondary Education Act of 1965

14. Current Criticisms of Curriculum Development

1. Colonial period

Secondary education in the United States began in the colonial period. In 1635 the first school, known as the Boston Latin Grammar School, was opened in Massachusetts. These early institutions were oriented toward European patterns of education and reflected conditions and needs of the colonists.\(^1\) To a certain extent they prepared students for leadership and also trained them as clergymen. As stated earlier, the main objectives were to meet the needs of the time and to provide the best possible education. Actually, these schools were the beginnings of the American secondary school system.

These schools continued for more than a century, but they gradually started declining because of changes on the social, economic and political scenes. Soon the academies were established; the first one was founded by Benjamin Franklin in 1749. These institutions offered a broad and

liberal curriculum. They emphasized education as preparation for life as well as preparation for college.

Later, it became apparent that high school education should be available and required for all, and public high schools became a reality. The first public high school in America was established in Boston in 1821 by Horace Mann in response to citizens' interest in broader educational opportunities for children. It represented an effort to provide equality of educational opportunity, in response to the demands of the working classes and other citizens who were unable to pay the tuition, and the boarding costs of an academy. This era is also known as the time of Horace Mann and educational awakening in the United States.

During this period the main objective was to provide equality of educational opportunity rather than to develop and improve curriculum by using any criteria as developed by McNally and Passow.

---


2. The Committee of Ten

There was much concern regarding the function of the secondary school. Therefore, in 1892, the National Council of the NEA appointed a committee, known as the Committee of Ten, in order to investigate the scope of the curriculum. The committee made many recommendations. Following is an excerpt from the committee's final report to the Council.

In the opinion of the Committee, several subjects now reserved for high schools - such as algebra, geometry, natural science and foreign languages - should be begun earlier than now, and therefore within the schools classified as elementary; or, as an alternative, the secondary school period should be made to begin two years earlier than at present, having six years instead of eight for the elementary school period. Under the present organization, elementary subjects and elementary methods are, in the judgment of the Committee, kept in use too long.

From a long and rugged struggle in the nineteenth century, secondary education emerged as an important force in the twentieth century. The first decade marked a period of rapid expansion and growth in secondary education. Enrollment increased many fold and the various committees continued to study all related problems in order to improve educational activities. The main objectives of these

---

committees had been the "improvement of higher education" and "saving time" by introducing changes in the elementary and secondary school programs. They did not care much about setting up categories to evaluate program activities as such.

3. The Committee on Economy of Time

In 1905 the National Council of the NEA appointed another standing committee known as the Committee on Economy of Time. This committee was also concerned with the reorganization movement. The main objective of this committee was stated by President James H. Baker of the University of Colorado: "To secure better results through a more economical use of materials and methods and thereby to effect a saving in time."5

This committee made specific recommendations and suggestions concerning curriculum reorganization at the elementary and secondary levels. Later, minimum essentials were also determined for the elementary curriculum.

These proposals had the effect of setting national curriculum policy, and curriculum planners in public

5Ibid., pp. 75, 76.
schools were undoubtedly influenced by these national efforts. . . , 6 However, nothing was done to set criteria against which educational progress could be measured.

4. Recommendations of the Commission on the Reorganization of Secondary Education

After a period of nearly two decades a need was felt to review and reexamine the objectives, methods and organization of the secondary schools.

The social and cultural change made it necessary for interested educators and planners to broaden the existing objectives. "To assist the American high school to become an even better instrument of democracy, the Commission on the Reorganization of Secondary Education was organized by the National Education Association."7

The main interest of the commission was in effecting a basic reorganization of secondary education. Under the circumstances, it became necessary to formulate national


committees which included representatives from all parts of the country, because there was a danger that without such national committees, the educational procedures might diverge.\(^8\)

The commission laid down seven cardinal principals in order to guide the reorganization and development of secondary education in the United States.\(^9\) These principals are health, command of fundamental processes, worthy home membership, vocational education, civic education, worthy use of leisure time, and ethical character.

In its report the commission stressed the need for a broadened and more functional concept of the objectives of secondary education as a whole and of each subject and of each activity. It also emphasized that the selection of methods and the organization of content could not be made wisely unless it contributed to aims that are socially valid. In regard to the admission of students, the commission pointed out that "the secondary schools should admit and provide suitable instruction for all pupils

---

\(^8\)Ibid., p. 163.

who are in any respect so mature that they would derive
more benefit from the secondary school than from the
elementary school."10

In dealing with the comprehensive high school the
commission advocated, "The comprehensive high school,
embracing all curricula in one unified organization, should
remain the standard type of secondary school in the United
States."11 This would make "differentiated education of
greater value to the individual and to society" and would
also "inspire a broad spirit of democracy among teachers
and pupils."

These recommendations and principles were universally
approved, and they exerted considerable influence upon
educational thought. Although they proved to be somewhat
ineffective in the actual reconstruction of secondary
education at that time;12 today, they are still considered
mile-posts in curriculum planning.

10William B. Owen, "Report of the Commission on the
Reorganization of Secondary Education," National Education

11U.S. Bureau of Education, Bulletin No. 35, 1918,
op. cit., p. 24.

12Encyclopedia of Educational Research, op. cit.,
p. 1232.
In short, the major points of emphases were to examine objectives and methods, and to reorganize secondary education. The commission did not realize the importance of effective administration, open channels for communicating curriculum problems, and the participation of staff at policy-making levels.

5. The educational philosophy of John Dewey

In the early 1920's John Dewey, a national figure in the history of education, greatly influenced the philosophy of American educational institutions. His teachings had a profound influence in redirecting the aims of American education. His beliefs, that education is life and a continuing reconstruction of experiences, that the aim of education is social, and that the function of the school is to foster the growth of the pupils along the lines of their interests have "firmly established the worth and practicality of the 'new' idea of education as experimental, child-centered, and directed toward the reformation of society."13 Although his writings on education have been

bitterly criticized at times; still his philosophy created a revolution in American educational thought and philosophy.

His main concern was to establish the worth of the individual, and not to evaluate curriculum developments against criteria (such as those developed by McNally and Passow and reported in Chapter V).

6. The Educational Policies Commission

In 1938 the Educational Policies Commission of the National Education Association was established in order to "select various educational issues or matters of significance for study and then to issue policy statements on these topics." \(^{14}\)

The commission then enlisted a detailed set of specific goals regarding the purposes of education in American democracy. The main objectives were as follows:

a. The Objectives of Self-realization
b. The Objectives of Human Relationship
c. The Objectives of Economic Efficiency
d. The Objectives of Civic Responsibility \(^{15}\)


Since then, the commission has given other important reports on the following topics:

a. The Purpose of Education in American Democracy, 1938
b. The Education of Free Men in American Democracy, 1941
c. Education for All American Youth, 1944
d. Public Education and the Future of America, 1955
e. The Contemporary Challenge to American Education, 1958

Regarding the outcomes of these reports, educators doubt that they have contributed materially to any new understandings; however, they have helped to interpret the scope of the schools' responsibilities.

Another important publication with respect to the program of secondary schools is "Education for All American Youth." The commission presented a vivid picture of American education as it "ought to be."

When we write confidently and inclusively about education for all American youth, we mean just that. We mean, that all youth, with their human similarities and their equally human differences, shall have educational services and opportunities suited to their personal needs and sufficient for the successful operation of a free and democratic society.16

In the main, educators and lay citizens alike want the schools to extend their services so as to meet all the educational needs of all youth.\textsuperscript{17}

The commission further suggested a statement of functions for preparing all youth for life in a democracy:

Schools should be dedicated to the proposition that every youth in these United States — regardless of sex, economic status, geographic location, or race — should experience a broad and balanced education which will (1) equip him to enter an occupation suited to his abilities and offering reasonable opportunities for personal growth and social usefulness; (2) prepare him to assume the full responsibilities of American citizenship; (3) give him a fair chance to exercise his right to the pursuit of happiness; (4) stimulate intellectual curiosity, engender satisfaction in intellectual achievement, and cultivate the ability to think rationally; and (5) help him to develop an appreciation of the ethical values which should undergird all life in a democratic society.\textsuperscript{18}

Although the objectives laid down by the commission were restatements of earlier objectives, they received wide attention and helped curriculum planners to determine the framework of the curriculum.

However, the commission had mainly dealt with the scope and objectives of secondary education. It had stressed

\textsuperscript{17}\textit{Ibid.}, p. 18.

\textsuperscript{18}\textit{Ibid.}, p. 21.
"what should be the program," rather than considering how to do it and what criteria could be used to evaluate it.

7. The Progressive Education Association

The Progressive Education Association was another influential agency which brought about substantial change in educational thinking. It was a voluntary professional group which was greatly concerned with the secondary school program and its service to American youth. In order to break away from the rigid traditional pattern of secondary education, the association started an experimental program of education. This program was a departure from the conventional high school curriculum and prescribed patterns of education, yet it was designed to prepare youth for colleges and universities. This was called the "Eight Year Study." Thirty secondary schools participated in this program with a reorganized curriculum and a different set of objectives. "The association, through a staff of consultants in curriculum and evaluation, aided these selected schools in working out new approaches to their curriculum reorganization."19

---

Evaluation of the study was based on a set of objectives determined by the participating schools. These objectives, which were considered as progressive steps toward contemporary secondary education, were

a. The development of effective methods of thinking
b. The cultivation of useful work habits and study skills
c. The inculcation of social attitudes
d. The acquisition of a wide range of significant interests
e. The development of increased appreciation of music, art, literature, and other aesthetic experiences
f. The development of better personal-social adjustment
g. The development of social sensitivity
h. The acquisition of important information
i. The development of physical health
j. The development of a consistent philosophy of life

The results of this study showed considerable development and improvement in the curriculum of both the secondary schools and the colleges. In fact, the study was conducted with a purpose of establishing relationships between school and college as well as improving secondary school programs.

This scientific curriculum movement established a curriculum design for further investigations. In fact, it

---

also used criteria such as systematic gathering and appraisal of evidences, to determine the need for change in curriculum planning.

8. The American Youth Commission

The changing society and the rapid industrial and technical advances led a group of educators and interested citizens to study the problems of youth. Since it was a time of severe economic depression, changes in social conditions affected the institutions and their educational objectives; therefore, it was necessary to have a knowledge of the attitudes, capacities, and problems of youth.

With this aim, the American Council on Education organized an American Youth Commission in 1935 to:

a. Consider all the needs of American youth and appraise the facilities and resources for serving these needs;

b. Recommend practical procedures and programs which seem to be most effective in solving the problems of youth;

c. Popularize and promote desirable plans of action through conferences, publication, and demonstrations.\(^{21}\)

The commission conducted a study to investigate the problems and nature of secondary school youth. The study revealed many facts and indicated that "all along the line, the schools, as they are now set up, are adapted to neither the needs nor the interests of large numbers of young people." 22

The commission made many recommendations for an improved program of education and published many significant publications including: *Youth Tell Their Story*, *What the High Schools Ought to Teach*, and *Youth and the Future*.

In spite of such painstaking efforts, the changes in secondary school curriculum could not be made as fast as they were desired. There was no clear cut way to implement the reforms. However, a forward step was taken to consider criteria such as climate for learning; personnel and material resources to be used, teaching methodology and provisions for developing the skills for curriculum improvement activities.

9. The imperative needs of youth

Time passed slowly, but various organizations and committees continued to look for new approaches in

---

accomplishing objectives. In 1944 the Educational Policies Commission of the National Education Association set forth "ten imperative needs of youth." This was a truly distinctive way to express secondary school goals and purposes. The committees found it necessary to give professional stimulation to the schools in order to reorient their educational objectives in terms of the existing needs of youth. "It made a definite effort to ascertain the magnitude and extent of curriculum provision and improvement in the schools throughout the country." Many schools were chosen to participate in a survey of curriculum provisions that were meeting the imperative needs of the youth. The results of this survey were encouraging. It was hoped that all the schools would profit by checking themselves against the findings of this curriculum study.

The value, usefulness and the importance of this study was in its use as a basis for program planning in secondary schools of the nation. Since then the major purpose of


25Ibid., p. 5.
education, which is preparation for democratic living, has gained impetus, and educators are planning programs which are geared toward the attainment of this goal.

Time and again it has been realized that the work and efforts of these commissions and committees have proved to be more theoretical than practical. Nevertheless the emphases on goals and purposes of secondary education led educators and interested citizens to make continuous evaluation of curricular programs. This is one of the main criteria for improving the quality of educational programs.

10. James B. Conant

Thoughtful educators and leaders have been emphasizing every possible means of influencing the development of secondary education, because they feel that secondary schools are in a very strategic situation.

James B. Conant is an influential author of a number of books and articles dealing with education. In the 1950's his genuine interest in public education led him to examine and study some of the critical problems facing the American high school.

In this study the main point of focus was the
"comprehensive high school." According to Mr. Conant's views, a comprehensive high school "is responsible, in sum, for providing good and appropriate education, both academic and vocational, for all young people within a democratic environment which the American people believe serves the principles they cherish." 26

This report has dealt with problems that exist in the schools of the United States. He believes that the right understanding of these problems could help in solving the difficulties. He has also made specific recommendations to those who are interested in facing the problems as they exist.

The following program components were highly recommended by Mr. Conant:

a. The counseling system  
b. Individualized programs  
c. Required programs for all  
d. Ability grouping  
e. A supplement to a high school diploma  
f. English composition  
g. Diversified programs for the development of marketable skills  
h. Special consideration for the very slow readers  
i. The programs of the academically talented  
j. Highly gifted pupils  
k. The academic inventory  
l. Organization of the school day

m. Prerequisites for advanced academic courses
n. Studies should not be given a rank in class according to their grades in all subjects
o. Academic honors list
p. Developmental reading program
q. Summer school
r. Foreign languages
s. Science courses
t. Homerooms
u. Twelfth grade social studies

In addition, Mr. Conant recommended a program of studies for the high school. It is as follows:

Program for academically talented

4 years of English
3 years of social studies
4 years of mathematics
3 years of science
4 years of foreign language

Program for all

4 years of English
3-4 years of social studies
1 year of mathematics
1 year, at least, of science

According to Mr. Conant, the reason for such organization is that all subjects do not have the same quality

27Ibid., pp. 41-76.
and the same worth in an educational enterprise, therefore, subjects must be assigned according to their values.

There have been many criticisms and comments on Conant's report. Some of the critics have felt that these recommendations have not offered anything new; that they have already been pointed out by other well-known leaders in education. Others have given it wide acclaim. Whatever may be the case, it is evident by this report that Dr. Conant was genuinely interested in strengthening American high schools. Also it is apparent that studies like these can arouse the interest of social scientists to deal with the issues and make a scientific analysis of the American high school today.

Actually, Mr. Conant has emphasized the importance of right understanding of problems in American education. He did not suggest criteria such as those developed by McNally and Passow for evaluating curriculum improvement.


ll. The pursuit of excellence

For many years, the Rockefeller Foundation, well known to laymen as well as to educators, has been generously working for the welfare of mankind. Mainly, the Foundation has supported the study of medical and natural sciences, public health, and related subjects, by awarding fellowships and scholarships.

In 1958 the Rockefeller Brothers Fund, Inc., undertook a special studies project to assess the major problems and opportunities which are likely to confront the United States over the next ten to fifteen years. This report is known as The Pursuit of Excellence in Education and the Future of America. Besides this report, the panel has published a series of reports on economy, international objectives, and democratic processes.

In the Pursuit of Excellence... the major concern has been to give free expression to creativity within an institutional atmosphere and to find ways to identify an individual as a unique person, and to place him alongside his fellow man in ways which would not inhibit or destroy his individuality. These institutions are no more creative
and purposeful than the individuals who endow them with creativity and purpose.\textsuperscript{31}

The report also dealt with the following topics in detail:

\begin{enumerate}
\item \textbf{The nature of challenge}

In this chapter those facts and forces are mentioned which have brought a dynamic change in the social and cultural life of the American people and institution. They are:

\begin{enumerate}
\item A flood of young people who are placing pressure on educational institutions and labor market.
\item Social and individual problems.
\item The automation revolution which needs skilled employees in supervision, maintenance, and production of machines.
\item Trained manpower which needs fundamental skills in several occupations.
\end{enumerate}

\item \textbf{The educational system}

Here the informal and the formal education systems have been analyzed. The importance of the teaching profession has been greatly emphasized and reforms in curriculum

have been suggested. It was stressed that the drastic changes in technology and culture demand reexamination of curriculum. This report, in agreement with that of Conant, has also suggested a series of priority subjects and a modernization of these courses. 32

Other points of concern have been the inadequate use of potential talent of all students, particularly the disadvantaged, the underprivileged, women, and older workers.

In short, this report, another milestone in the educational history of the United States, described, explained, and analyzed problems and issues with the purpose of maintaining a high quality of education for each individual. The report also gave due consideration to criteria such as democracy in education, participation of individuals in curriculum planning, and professional staff growth, all of which aim at improved curriculum.


Another landmark was the National Defence Education Act of 1958, which came into existence after the launching of Russia’s "Sputnik." The Congress showed much concern

32 Ibid., pp. 26, 27.
over increasing the total efforts for identifying and educating the talented of the nation. It stressed that in order to strengthen national defence there should be an expansion and improvement of educational programs to meet critical national needs, a feat which caused the whole United States to examine its educational system. The federal government allocated huge amounts of money for research and the development of new experimental programs in the areas of science, mathematics, foreign languages, guidance, and testing.

Public schools doubled the rate of instructional innovations, and fields such as mathematics, science, and foreign languages revised their curricula and tripled the rate of change. The above-average and gifted students were given more attention, and it was emphasized that they should be identified at an early age and be given early opportunities to develop their talents to the fullest. Many schools, by modifying the curriculum and trying to keep pace with the changing society, have been experimenting with form and content in order to bring about improvements.

In short, this act infused a desire on the part of teachers and administrators to use improved techniques and
procedures. Continuous evaluation and effective procedures and techniques for reexamination of scope and objectives contributed toward improved programs.

13. The Elementary and Secondary Education Act of 1965

The most recent development in the field of education has been the passage of the Elementary and Secondary Education Act of 1965. Under this law, the federal government has allocated more than $1,300,000,000 for the following purposes: 33

a. To strengthen elementary and secondary school programs for educationally deprived children in low-income areas.

b. To provide additional school library resources, textbooks, and other instructional materials.

c. To finance supplementary educational centers and services.

d. To broaden areas of cooperative research.

This act presents a more comprehensive pattern of support than previous efforts on the part of the United 

States Federal Government. It is unique in the sense that it is neither a crash program nor is it based on any emergency; instead, it aims at steadily strengthening and improving the quality and opportunities in the nation's elementary and secondary schools. It is hoped that this act will bring sweeping changes in the educational institutions of the country. The following statement by President Johnson emphasizes its importance. "If we are learning anything from our experiences, we are learning that it is time for us to go to work, and the first work of these times and the first work of our society is education."34

The importance of this act lies in steadily strengthening and improving the school programs. The allocation of adequate funds aims at initiating improved programs; better organization of curricular activities and systematic evaluation and cooperative research.

14. Current criticisms of curriculum development

Critics, educators, and interested citizens are advocating what the school program should be. Francis Keppel in his article, "The Changing Face of Education," has

34Ibid., p. 16.
stressed the importance of a comprehensive educational pro-
gram to meet the selected and urgent needs of the pupils
because national growth and security demand skilled man-
power. With this view he states:

Education is important and urgent. Careful
planning and concentrated action can keep educa-
tional strategies from degenerating into
spasmodic responses of the moment. But failure
to move ahead with all speed can result in our
becoming second rate, lacking in trained man
power, lacking in development of economic
resources, and as a result lacking influence,
prestige, and strength among the nations.35

The World Confederation of Organizations of the
Teaching Profession has indicated that technological pro-
gress and social changes demand a continuous re-evaluation
and revision of school programs and curriculum.

Education planning must adjust itself continually
to the changing technical conditions and to modern
society. It must be carried out in a dynamic and
not a static manner.

U. S. education is attempting to prepare the
student for living in the world of today and to
supply him with the means for adjusting his life
to the changed world in which he will be living
tomorrow. Its purpose is to produce not men who
think their education has been completed but men
whose sense of the past and alertness to the
present inspires them to build for the future.36

35Francis Keppel, "The Changing Face of Education,"

36"Education in a Technological Age," A study devel-
oped by the World Confederation of Organizations of the
Unemployment among youth has become a serious national problem and M. D. Mobley, past-president of the American Vocational Association, has emphasized the need of highly skilled workers and technicians. He feels that vocational and technical education should be given high priority in school programs. He says:

Vocational and technical education will be emphasized more in the next five years than it has been for the past 30 years. This is a necessary development if the nation is to meet its man power requirements in the period ahead. Advancing technology will continue at an accelerated rate which in future will make many occupations of today obsolete. At present we have in the U.S. a million youth out of school and out of work. 37

The U.S. President's Advisory Committee advocated that educational reforms should be made a continuing effort and new research programs should be disseminated for the benefit of all. The report says:

The effort to improve education - to develop better curricular material, better programs of teacher education, better schools and school systems - is not a one shot affair. This activity should be carried on continuously. At the heart of the current effort lies the assumption that nobody knows the 'ideal' system. Meeting immediate needs can prepare the way for longer range reforms, and new results in

fundamental research will open up new possibilities. Changes in the school will make possible changes in the colleges, and changes in the colleges will make possible changes in the schools. If the reform is to be a continuing process, then a substantial research and development activity should be built into the educational system.

Keep abreast of the Revolution," was the theme of the 28th educational conference of the Educational Records Bureau held in New York City, October 31, 1963. The speakers included the presidents of colleges, professors, and administrators.

The following ideas were expressed which show a real concern for schools and their programs:

a. Sociological and economic conditions that are creating greatest problems for city schools.
b. Leadership role of teachers by providing innovations in teacher training program.
c. Outmoded ideas and practices in education should change, because they are not applicable to present conditions.

In short, both educators and critics are emphasizing the use of criteria such as those developed by McNally and Passow, which would bring educational reforms, better programs and better schools to meet present and future needs of the country.

---


B. Summary

Secondary education in the U.S.A. has faced many criticisms. The most significant ones have been the diversity of educational practices, intellectual disorder, and the absence of educational theory—all of which were and are directly related to social and cultural changes and to resulting changes in ideas and values. These crises and upheavals have been the initiating forces in bringing about a revolutionary change in the whole educational vista.

Halverson in his article, The Meaning of Balance, writes:

Curriculum development has a significant relationship to the nature of the society which supports the schools, and to the relative stability or fluidity of the culture. In times of cultural stability the curriculum remains constant and may be in balance. However, in periods of great social change, the problem of 'Curriculum lag' becomes very pressing and at such times curriculum imbalance is the notable feature of schools.41

In spite of these inconsistencies and diversities in the educational program, history shows that as far as

40 I. C. Kandel, Conflicting Theories of Education (New York: Macmillan Company, 1938), Chapter I.

the aims and purposes of education are concerned, the schools have followed a fairly consistent pattern. For example, preparation for college has been the main objective in the past as well as at present. Also, importance of vocational education and emphasis on democratic living have been defined and redefined as major purposes of secondary education.

In this respect, the importance of national committees, which have exerted a profound influence upon education by proposing different theories, cannot be denied.

Secondary school organizations

Secondary education has passed through many organizational movements and its present status is the result of changes in plans and procedures which have been advocated by such famous national committees and commissions as the Commission on the Reorganization of Secondary Education and the Educational Policies Commission.

Some of the important areas studied by these commissions are vertical and horizontal organization, methodology, course requirement, revision of subjects to the teaching practices, articulation between the elementary,
secondary and college requirements and school community relationships.

As far as the uniformity in organizational pattern is concerned, each school system in the United States has its own internal organization which is controlled by its local board members in matters of policy making and supervisory authority.42

However, a major concern of the school and college administrators has been to bring about some kind of uniformity among these educational institutions, and that is what has been suggested by these committees and commissions. Actually, they presented a plan for action to bring about organizational coherence, and the results can be seen in the present secondary schools.

Curriculum organization

The activities and the actions of the committees have also brought a tremendous change in the structure of secondary school curriculum organization and development. Committees like the Committee of Ten, The Committee on

---

Economy of Time and the Commission on the Reorganization of Secondary Education, have been responsible for bringing uniformity and discipline to the diverse programs of secondary schools.

One of the main objectives of secondary education was to prepare students for higher education. Therefore, earlier curricula included those subjects which were considered to be college preparatory. College people and specialists were mainly responsible for curriculum development.

Later on, educators started examining the curricula in order to adjust the weaknesses and meet the demands of changing social needs, and the demands of the wider range of abilities of the greater number of students. Another chaotic situation in curriculum development grew from the addition of subjects. This accumulation of subjects has resulted in disintegrated and overloaded programs which are difficult to administer and are unable to meet the real needs of boys and girls.

However, as a result of the recommendations of different committees, commissions and forward looking movements, time has shown a significant change in the content
and organization of secondary and elementary school curricula. Now, the movement for curriculum improvement has gained momentum. "This change in the concept of curriculum and the shift in the responsibility for curriculum development also produced changes in the method of organization and administering the process of curriculum development."\textsuperscript{43}

The expanding knowledge of pupils' individual needs and an increasing insight into the nature of all learning processes have put great emphasis on the well-rounded development of pupils rather than just their intellectual development. Now, emphasis is on the students' knowledge and training which develop them into social beings rather than isolated individuals.

Another profound change in the concept of curriculum planning is the participation of teachers, administrators, and experts in the area. Educators have been stressing the professional competence of teachers and the use of their talents. Much of the curriculum planning is now done by small units of teachers who have greater autonomy.

\textsuperscript{43}Hilda Taba, \textit{Curriculum Development, Theory and Practice}, \textit{op. cit.}, p. 447.
in shaping the instructional patterns and in many instances
developing their own programs.\textsuperscript{44}

The following generalizations provide the background
for making a critical analysis of secondary education in
the light of information given in the succeeding chapters.

1. Research, as shown in preceding sections of this
document, indicates that although a systematic program of
secondary education has been sought by the American people,
in reality it has been mostly observational in nature,
instead of having been based on recognized principles and
periodic appraisals.

2. The social and cultural changes made it necessary
for committees and commissions, such as the Committee of
Ten, the Committee on Economy of Time, and the Commission
on the Reorganization of Secondary Education, to try to
exert considerable influence upon educational thought, but
their attempts have been largely ineffective. The schools
have continued to follow their traditional patterns which
have neglected many of the needs of youth. They used
hardly any criteria to evaluate their program.

3. Earlier curricula reflected participation in

\textsuperscript{44}\textit{Ibid.}, pp. 447, 448.
curriculum planning which had been restricted to only a few, and provisions had seldom been made for those who were affected by the policy. Recently a profound change in the concept of curriculum planning has brought a shift in the responsibility for curriculum development. Pupils, teachers, and administrators are being equally encouraged to contribute in the curriculum development processes.

4. In spite of suggested changes for improving the curricular activities, the committee and commission did not consider all the dimensions of curriculum improvement programs which have been put forward by McNally and Passow (see pages 123-127) for improving the educational programs.
CHAPTER IV

AN ANALYSIS OF SECONDARY EDUCATION

"AS IT IS" IN A PROTOTYPE REGION-

KARACHI REGION

A. A general view of secondary education in Karachi

Karachi, with an area of 812 square miles has been the capital of Pakistan for twelve years. During this time, the population of Karachi has rapidly increased, because it is the only sea port in West Pakistan, has the largest airport in Asia, and has grown into the biggest trade center.

With this increase in population, the number of educational institutions for both boys and girls has also increased.

Educational institutions are more concentrated in this area than anywhere else in Pakistan. The percentage of literacy here is the highest in the country (31.4 per cent as against 18.9 per cent for Pakistan according to the latest census report of 1951)."
Besides the government sponsored primary and secondary schools, Karachi has several other kinds of schools; technical, vocational, industrial, missionary, and schools affiliated with Cambridge university in England.

Because Karachi has been the capital of West Pakistan, it has always been the focal point of most social, cultural, and educational experiments, changes and improvements. Also, because of its status, it has had the priority of using more financial resources than any other region of Pakistan. Most of the innovations, experiments, and improvements in the educational institutions of Pakistan occurred first in Karachi.

With these considerations in mind, the writer has chosen Karachi as a prototype region from which to make an assessment of current educational practices in Pakistan. Also, the writer lived in Karachi for fourteen years as a student, teacher and administrator, and is well acquainted with the educational program.

Since the Report of the National Commission on Education, implementation of the recommended educational program is in full swing. It has been reported by educational authorities that the program of implementation has proven
to be highly successful. President Ayub remarked, "all the reforms which have been introduced in Pakistan, I feel personally proud of our educational reforms."

The authorities are engaged in revising the program of studies and in preparing new textbooks. The expansion of educational facilities and improved quality at all levels of education have been reported. Educational development in Karachi region has maintained a steady pace, and prompt and speedy action continues to show the achievements made by the Commission on National Education.

1. Educational administration and the Karachi region

The educational administrative set-up in Pakistan is highly centralized. Its bureaucratic character has always impeded initiative, progress and growth at various levels. The 'administrative approach,' or, 'from the top down,' formula is not a new technique. It is an inherited phenomenon from the ruling Britishers, whose authoritative administrative policy had built up such administrative behavior. Even after gaining independence, conditions in Pakistan did not change very much. During 1948, although education

was the responsibility of the provincial governments, the
Central Government through its Ministry of Education plan-
ned educational development, coordinated educational
policies and gave advice and assistance throughout
Pakistan.\(^3\)

An examination of the organizational patterns of
changes which have taken place from the time of independence
up to the present, will explain the policy-setting offices
which have had a great 'say' in shaping the educational
practices of the Karachi Region and its educational insti-
tutions. The organization chart on page 119 shows the
administrative organization of the Karachi region. The
other two charts show administrative organization at
provincial and central levels. These charts show that the
superordinate and subordinate structures in Pakistan give
very little scope for initiative and coordination at
various levels.

Administrative reorganization

At the time of partition, 1947, Karachi was a part
of the province of Sind, therefore its educational activ-
ities were also controlled by the authorities of Sind

\(^3\)UNESCO, *International Yearbook of Education, 1948*,
CHART 1

Educational Administration at the Local Level in Pakistan

Karachi Region

Director of Education

Deputy Director General

Deputy Director for Boys Schools

Assistant Director

Guidance Officer

Deputy Director for Colleges

Deputy Directress for Girls Schools

Assistant Directress

Guidance Officer
CHART 3

Educational Administration at the Central Level in Pakistan

province. The high school final examinations were administered and conducted by the Sind University. This control continued until 1950.

In 1950, Karachi was separated from the administration of the Sind province and became the federal capital. Its geographical boundaries encircled an area of 812 square miles, and it came under the jurisdiction of the Central Government. The government then extended authority to the Ministry of Education to conduct the educational affairs of the whole Karachi region including the capital area.

In order to regulate and develop secondary education in Karachi, a board of secondary education was set up in 1951. It was autonomous and consisted of representatives from the University of Karachi, the Department of Education, and from non-governmental educational institutions.

Another important event occurred in 1956, when the several provinces, states and areas of West Pakistan were merged into one unit; this resulted in the administrative reorganization of education. All of the provincial directorates were merged into one directorate of public instruction except Karachi. Karachi still enjoyed its status of

\[\text{Ibid., 1951, p. 205.}\]
being the federal capital and remained a centrally administered area with a separate directorate of education.\textsuperscript{5}

In 1959 some important changes were made in the Karachi federal area. According to an ordinance, enacted in December, 1958, the directorate of education was empowered to inspect all the privately managed schools, which were then functioning inefficiently. It was also authorized to make necessary changes and give directions to such institutions so that they would conform to required educational standards.\textsuperscript{6}

Until 1960, Karachi University had complete control of the intermediate classes, but in 1961, when the National Commission on Education recommended that classes 11 and 12 should be separated from the control of the universities and become part of the secondary stage along with classes 9 and 10, the control of intermediate classes was transferred from the University to the board of secondary education. The name of the Board of Secondary Education was also changed to Board of Intermediate and Secondary Education.

A wave of change came in 1961, when Karachi lost its

\textsuperscript{5}Ibid., 1956, p. 200.
\textsuperscript{6}Ibid., 1959, pp. 328, 329.
status and the privilege of being the capital of West Pakistan. The federal capital was changed and Karachi was merged into the province of West Pakistan. The educational administration of Karachi was transferred to the West Pakistan Provincial Government. Since then, Karachi region has been under the control of the regional directorate of education whose work is controlled and coordinated at the provincial level.\textsuperscript{7} The Central Ministry of Education remains the policy-making, coordinating and advisory authority.

2. Policy statements by the educational authorities of Karachi resulting from the commission's recommendations

Since the introduction of the commission's report, various regions have been engaged in bringing about constructive changes in all the areas mentioned by the commission. The educational authorities of Karachi have also responded to these innovations in order to have more efficient and economical administration of education. Some of the schools have also shown active interest, enthusiasm, and hard work in their efforts to improve the general tone of the school. Pilot programs have been started and special

\textsuperscript{7}\textit{Ibid.}, 1962, p. 277.
attention has been given to the participating institutions. All these above mentioned programs will be discussed in detail in the light of the commission's report. These will include improvements and reforms advocated by the official authorities, and will show whether or not they actually have been effective in directing the educational goals of Karachi.

The writer has received copies of the actual orders and documents from the educational authorities of Karachi which show the implementation of the commission's report in different areas. These policy statements shed some light on the plans, procedures and methods which are shaping the present day education of Karachi.

3. Policy statements from the Board of Intermediate and Secondary Education, Karachi

The Board of Intermediate and Secondary Education is a government appointed body, consisting of several members, who develop and regulate secondary education. The board also controls the intermediate classes. It is in charge of high school graduation examinations, admission and withdrawal privileges of secondary educational institutions,
prescribes syllabi, and lays down standards and rules for accreditation (recognition) in the region. This is an indication of the authority and power of the board in educational matters.

a. Policy statements relating to curriculum

The board has issued several policy statements regarding changes in the syllabi of different subjects. It has emphasized the revision of subject matter and enrichment of curricula.

In September 1964, the board sent a circular to the heads of all recognized secondary schools regarding the revised syllabi required for the secondary school certificate Part I examination, 1965 and onwards. It says:

In continuation to this office circular letter No: ISE/S - I - 475/63 dated 23.1.1964 I am directed to enclose herewith the revised and reduced syllabus of social studies which will be in force during the current academic year for students appearing at the Secondary School Certificate Examination 1965 and onwards, pending further instruction.

You are further requested to bring the syllabus to the notice of all concerned and especially see that the changes which have been made be given wide publicity. 8

Another press note issued by the board in September 1964 was a continuation of a previous circular clarifying the exclusion of certain chapters. The note states:

It is notified for information of all concerned that the following poems have been excluded from S. S. C. Part II syllabus for the year 1965 and onward:

1. **Naya Urdu Nisab Lazmi (Nazam)**  
   class 10

2. **Khuda Ki Sanat** by Moulana Ismail Merathi

3. **Dharti Mata** by Nadir Kakarovi

It may please be further noted that the chapters which were excluded from the "Naya Urdu Nisab Lazmi" for class 9 during 1962 stand included for the year 1965 and onwards. The reduction in Urdu for class 9 is found in the printed syllabus at page 47.9

All these above mentioned notifications indicate that changes in the syllabi are directly related to the students' final examinations: that the board has the sole authority in bringing any change in the syllabi and that the views of the principals and of the teachers who teach the actual content of the courses are not considered in this respect.

The board members seem more interested in the syllabi of

---

those grades which are involved in preparing the students
for the final exams rather than the over-all development
of syllabi for different grades.

While discussing the curriculum, the commission had
suggested that "subjects should be allotted varying degrees
of importance in respect to teaching time, and should be
introduced and terminated at different levels in different
years." The selection of subject matter was left to the
Curriculum Committee, and the content had been specified
by the committee and represented the best the committee
could possibly conceive.

b. Policy statements relating to
medium of instruction

The board has also concerned itself with the changes
made in the languages used as the medium of instruction.
It has issued directions regarding the use of certain
courses in English and Urdu for the English and Urdu medium
schools. In one of its circulars, issued in January 1963,
it stresses:

I am directed to say that the board has
decided that from the academic year 1963-64
there should be separate course in compulsory
English for the English Medium Schools. I am
therefore to request you to note the change very carefully and effect the same at the commencement of the new session, 1963-64 in class 9 and in 1964-65 in class 10.\textsuperscript{10}

In 1963 the board had issued another order regarding the concession of giving the Urdu Easy Course to Pakistani students reading in English medium schools. Again, in 1964, the board reminded the educational institutions and authorities of Karachi to comply with this order for information and guidance. The notice stated:

The question of Urdu Easy Course in lieu of Urdu Normal Course both at the secondary and the higher secondary stages was considered at length by the board in its last meeting and it has now been finally decided that the concession of Urdu Easy Course in lieu of Urdu Normal Course for Pakistani students reading in English medium schools within the country or living abroad shall be withdrawn, with effect from the year 1967-68 in class 9 and 1968-69 in class 10.\textsuperscript{11}

This shows that the board has been active in bringing about changes in the medium of instruction. In its chapter on the Medium of Instruction the commission stressed the importance of national language as the medium of instruction. The actions of the board clearly show that gradually English medium schools will be obliged to use normal courses in

\textsuperscript{10} Ibid., No.: ISE/S - 1 - 476/ (January 23, 1963).

\textsuperscript{11} Ibid., No: ISE/S - 1 - 5812/63 (October 5, 1963).
national languages rather than having the privilege of using easy courses. But the question still remains as to how long this dual philosophy of using two media of instruction will continue. What have the educational authorities in Karachi, including the Board of Education, done to abolish English as the medium of instruction? The documents do not show any effort made by the board in this connection. Therefore, in Karachi schools are using two media of instruction: Urdu, the national language, and English.

Surprisingly enough, nothing has been mentioned by the Commission on National Education and the board regarding the adoption of Urdu in East Pakistan and Bengali in West Pakistan as second languages. The commission has again and again emphasized the supreme need of bringing these two languages nearer to each other, only to the extent of identifying the common elements between Urdu and Bengali. Using only common elements between the two languages will not promote linguistic cohesion; neither will it strengthen the sense of national unity.

c. Policy statements relating to examination

As stated earlier, the Board of Intermediate and Secondary Education in Karachi has had full control over
conducting high school final examinations. It has been exercising power by making certain decisions and bringing about changes in the pattern of examinations. Two notifications were issued in 1964 which mentioned changes in conducting practical examinations. In August 1964 the notice said:

The board has decided to hold practical examination in biology and physiology and hygiene in class 10 with effect from the S.S.C. Examination, 1965.\(^\text{12}\)

Again in December 1964, it changed the decision and notified:

It is notified for information of all concerned that the board has decided not to hold practical examination in biology, physiology and hygiene and outlines of home economics at the Secondary School Certificate Examination 1965 and onwards till further notice.\(^\text{13}\)

As suggested by the commission, the board also reintroduced the category of 'Ex-Students' from 1965; such students can reappear in the final examination without being registered.

The official documents show that at present in Karachi, grades 11 and 12 are either included with the high school program or with the degree colleges. Since 1961, the control of these two grades has been handed over

\(^{12}\text{Ibid.},\) No: ISE/S-1-4785/64 (August 1, 1964).

\(^{13}\text{Ibid.},\) No: ISE/S-1-8342/64 (December 10, 1964).
to the Board of Intermediate and Secondary Education and these grades are a part of high school in all respects. But because in some cases these grades are still attached to the degree colleges, there seems to be a confusion in respect to administration. This can be seen in the following office letter from the board to the heads of intermediate colleges and the heads of higher secondary schools:

Subject: Observance of Holidays and Vacations in Higher Secondary Schools and Intermediate Colleges.

On the subject mentioned above, the intermediate classes attached to the degree classes shall observe holidays and vacations which have been fixed and announced by the University of Karachi, while those intermediate classes attached to school classes shall observe holidays and vacations fixed and announced by the Directorate of Education, Karachi, for Secondary Schools.14

It has been mentioned earlier that the academic aspect of secondary education is also controlled by the Board of Intermediate and Secondary Education, Karachi. In this respect it prescribes syllabi and lays down standards and rules for recognition and the withdrawal of recognition of private, recognized, and government institutions.

Lately, the board has issued a very comprehensive policy statement defining and explaining its educational

terms; procedures for recognitions of schools; minimum qualifications of teachers; recruitment rules for teachers in recognized institutions under private management; minimum building requirements; suggestions for building up materials in the various fields of the library; and rules relating to the composition and constitution of the managing committee of non-government institutions.

All this has been done to better control the schools, bring them up to the required educational standards and improve education and educational facilities in general.

The above mentioned policy statements from the board are the only documents which the writer could get from Karachi. Therefore, in the light of the available documents, it is assumed that changes are being made to evolve improved curricula in accordance with the commission's recommendations and the changing needs of the institutions. Schools of Karachi are experiencing changes in syllabi, examination procedures, and execution of educational policy. How far these innovations have proved to be constructive, challenging and inspiring can only be assessed after conducting well-designed empirical studies, which right now
do not come under the scope of this study, but will be evaluated at a later date.

4. Policy statements from the Office of the Inspectress of Girls' Schools Karachi

Another source from which data have been collected is the Office of the Inspectress of Girls' Schools, which has also been issuing policy statements and information to the girls' schools of Karachi. According to the census of 1965 there are 70 girls' secondary schools in Karachi, working under private, semi-private and government control. The inspectress is also a government official who directly administers and inspects all girls' schools under her jurisdiction.

a. Policy statement relating to in-service education

The Office of the Inspectress of Girls' Schools has issued several notifications during 1963 and 1964, emphasizing the need of in-service education courses for the teachers. The following proposal shows the interest taken by this office:

Subject: In-service education course for the year 1963

It is proposed to hold in-service course in the following subjects during the summer vacation, from June 10th to 22nd June 1963 at Karachi.

1. Social Studies
2. Mathematics
3. Leadership

The heads of all government and recognized girls secondary and lower secondary schools, Karachi, are requested to recommend the names of two assistant mistresses for each course, who desire to participate in the above course.16

Another circular was issued in 1964 for holding a second in-service education course in English. The notice says:

The heads of all government and recognized secondary girls schools and lower secondary schools, Karachi, are requested to recommend the names of teachers who are teaching English to class 6, 7, and 8 for the above course.17

A similar notice was also sent concerning the in-service course in mathematics.18

Social studies was also one of the areas in which the in-service programs were arranged at various times in 1964.19

17 Ibid., No: IGS/111/6029-/29/63 (September 21, 1964).
18 Ibid., No: IGS/111/8137-8236/64 (November 23, 1964).
19 Ibid., No: IGS/111/7180-7260/64 (October 14, 1964).
Besides holding these in-service training programs, the Office of the Inspectress of Girls' Schools paid attention to such general problems as the recruitment of staff, and invited the heads of the schools to discuss such problems. The following circular was issued in 1961:

A meeting will be held in connection with the determination of the staff and introduction of the new syllabus. All the heads are requested to bring the following information with them:

1. Number of sections in each class during the last year

2. Number of sections proposed to be opened in the next session

3. Number of students (per section) on roll on 13.5.61

4. Names of teachers working at present, with their qualifications, teaching subjects and residential addresses

5. Optional subjects proposed to be introduced according to the new syllabus

6. Number of additional staff required, keeping in mind the introduction of new subjects and other activities as introduced in the new syllabus. 20

Home economics has been made a compulsory subject and every government and non-government school is expected to have one qualified teacher for the teaching of this

20Ibid., No: IGS/SEC/10351-60/61 (May 24, 1961).
subject. To expedite this plan the office of the inspectress facilitated the training of home economic teachers by opening centers for this purpose. Notices were circulated but apparently the response was not good:

Subject: Opening of Centers of Home Economics Pre-Session

Sufficient numbers of applications have not been received for the home economics. The selected teachers should appear for interview.\textsuperscript{21}

Summarizing the work of the Office of the Inspectress, and analyzing the content of the documents (available only for 1963-64), it appears that increasing importance has been given to in-service education programs for teachers and administrators. The Commission on National Education stressed the need for in-service training programs, because teachers are poorly trained; and in order to equip them professionally, it is very important that they receive periodic refresher courses. It was suggested by the commission that training colleges must take initiative in providing in-service education facilities. But the documents received show that currently only the Office of the Inspectress has taken any initiative.

\textsuperscript{21}\textit{Ibid.}, No: IGS/111/8037-8136/64 (November 23, 1964).
In addition to these in-service education programs, the Office of the Inspectress has also made provisions for the pre-service training of home economics teachers and for discussing the administrative problems of staffing the schools properly. Occasionally teachers of Karachi get a chance to improve their knowledge and professional talent by attending these courses, but all of them are not fortunate enough to receive this benefit, since nominees are screened very thoroughly.

5. Proposal for introducing a secondary modern group of elective subjects

In 1962 a plan was proposed by the Board of Intermediate and Secondary Education to introduce subjects at the secondary level after the Curriculum Committee had prescribed new syllabi. This was a group of elective subjects consisting of fields of specialized work such as auto mechanics and electricity. The Commission on National Education had strongly recommended providing such a plan for those children who would not continue in higher education after completing secondary education. In order to meet all the needs of 'the bulk of the educated community'
the modern-group plan was proposed which would include subjects from the humanities, sciences and commercial subjects, as well as the existing electives so that the students could be prepared to enter different vocations after completing high school.

According to this modern-group plan, the proposed studies would be as follows:

a. **Core subjects**, including
   1. Urdu
   2. Functional English
   3. Social studies
   4. General and related mathematics and science
   5. Physical education

b. **Fields of specialized work**
   Any one of the following:
   1. Electrical work
   2. Printing
   3. Commercial art
   4. Tailoring
   5. Auto mechanics
   6. Draftsmanship
   7. Home-making (for girls only)

These specialized fields were suggested specifically for Karachi, keeping in view the prospects of immediate employment in Karachi city.
a. Suggestions for implementing the secondary modern-group

The Board of Intermediate and Secondary Education, Karachi, suggested that recognition be given to the secondary modern-group as one of the groups of elective subjects.

Also a committee should be appointed from each field of study to draw up syllabi and determine the quantum of theoretical and practical work.

The Board of Intermediate and Secondary Education, Karachi, asked other regional boards to patronize this project by providing special grants. Prominent industrialists were also requested to donate equipment and to offer scholarships.

Shortly afterwards, the syllabi were drawn up according to the proposed plan, and the requirements were prescribed.

The Karachi Board of Intermediate and Secondary Education further suggested that a few selected schools may run this group as a pilot project.
6. Pilot schools in action with diversified programs of studies as suggested by the Commission on National Education

The Commission on National Education gave considerable attention to curricular improvement. It suggested a change in curriculum, recommending a diversified program which would be both terminal and college-preparatory. In order to bring about the required change, the schools were to be reorganized to provide a general program of study for all students, together with many optional subjects which would offer a wide variety and combinations "suited to the talents and ambitions of the students." The commission proposed:

Our high schools should be developed as multi-purpose schools, offering, besides a basic core of subjects, a range of optional subjects, particularly in the practical and industrial arts, which will permit children to choose, under the guidance of their teachers, a combination of subjects suited to their talents and ambitions, and better related to our social and national need.22

In an effort to implement the decision of the commission to develop secondary schools into multi-purpose schools,

22Ministry of Education, Report of Commission on National Education, op. cit., p. 120.
the West Pakistan Education Extension Center,\textsuperscript{23} has been helping selected schools to adopt this diversified program. Such schools are now known as Pilot Schools. These schools are gradually being transformed into multi-purpose high schools and have established courses in various crafts. These schools are experimental in nature. If their operation is successful, they will serve as guides to other schools in the future. These schools have introduced into the curricula the arts group, the agriculture group, the commerce group and home economics groups. Moreover, programs such as guidance and counseling, with emphases on character building, dignity of manual work, improvement of class instruction through audio-visual aids, and modern teaching methods have also been integrated with the school program.\textsuperscript{24}

According to the report on the activities of these

\textsuperscript{23} Education Extension Centres were established during 1963-64 in various parts of the country. The main function of these centres is to arrange refresher and leadership courses for teachers and administrators and give in-service training to the teachers and administrators.

\textsuperscript{24} Education Extension Centre West Pakistan, Pilot Schools in Action in West Pakistan, A Report on the Activities of 23 Pilot Secondary Schools in West Pakistan. Compiled by Masud Beg Mirza, Lahore, pp. i-ii.
selected pilot secondary schools, some of these schools are facing problems such as non-availability of qualified teachers, insufficient space, and lack of equipment necessary to carry out the experimental programs. It is hoped that these hurdles will be overcome soon and that these schools will come up to standard. It has also been reported that the community, especially the parents, are satisfied with the program of these schools and they are anxious to send their children to such schools.

In Karachi three high schools have been selected to carry out this new experiment. Since Karachi is an urban area, the schools are placing heavy emphasis on science, commerce education, and technical subjects. Special facilities have been provided to these pilot schools. Laboratories, workshops and other buildings have been added to these schools.

The provincial government has sanctioned a special grant for the pilot schools of Karachi, and additional teachers have also been appointed to accelerate and improve the quality of education. Ten to thirteen additional staff members have been added to each of these schools.

\[25\text{Ibid., pp. iii-v.}\]
Three schools in Karachi which were chosen to participate in this Pilot-Project program, are listed below, and their program of studies and other administrative and co-curricular activities are described by utilizing materials from these schools themselves.

a. Sind Madressah-Tul-Islam, secondary school, Karachi

Sind Madressah-Tul-Islam school was founded by K. B. Hassanally Bey Effendi; it started functioning on September 1, 1885. The founder was very much interested in, and dedicated to the educational uplift of the Muslims of Sind, to whom modern education was rather unknown until 1880. Since then, this school has kept pace with the majority of the modern trends in education.

Sind Madressah-Tul-Islam has now taken a lead in introducing diversified programs, and has become an example of a modern multi-purpose school.

1. Program of studies

The school has over 1250 pupils and a staff of 50 qualified and experienced teachers. Instruction is provided

\[26\text{Ibid.}, \text{pp. 45-47.}\]
in all the modern groups; humanities, science, industrial arts and commerce. Not only is it a multi-purpose school, it is also a multilingual school; it imparts education through three native media: Urdu, Sindhi and Gujrati, and English is also taught as a compulsory subject.

The school provides suitable arrangements for the complete development of the child not only through instruction, but also through sports and hobbies.

2. Games and sports

The school has an adequate arrangement for indoor and outdoor games and sports. The cricket team of Sind Madressah has the honor of producing many renowned test players, most famous of them being Hanif Mohammad.

3. Health

There is a full-fledged dispensary and a modern up-to-date clinic with four male doctors and one lady doctor. The school medical officer makes regular, thorough check-ups of the students.

4. Library

The school library has over 10,000 books on various subjects and the reading room provides all local and
national daily newspapers in various languages, plus local and foreign periodicals, and journals.

5. Literary groups

To provide sufficient opportunities for self-expression of the students, the school has its own magazine, and many literary societies which initiate and regulate activities for interested students.

6. Administration

The school is run on the democratic principles of allowing freedom of thought and action to both the staff and the students. They are allowed to vote on matters pertaining to school administration.

7. Some other features

Special emphasis is laid on character-building, religious instruction and the dignity of manual labor. During the 'cleanliness week,' the students whitewash, paint doors and windows, polish furniture, scrub and wash floors, and replace broken glass panes.

The school has always topped the list of Karachi government and non-government schools in securing the highest number of merit scholarships.
The present head master is a capable administrator and a very competent teacher.

b. Government girls' pilot secondary school, Nazimabad, No. 3, Karachi

The girls' pilot school was established as a primary school in 1952, and has now been upgraded to function as a secondary school. The rapidly increasing population of Karachi, the location, and the good reputation of this school, is attractive to a large number of students every year; but the school has limited accommodation and can not admit all the students who wish to attend. There are only nine rooms in the building with 15 classes.

Under the new pilot wing scheme, facilities have not yet been provided to this school. It is expected that the construction of the pilot wing will soon be started.

1. Some distinctive features of this school are

   a. The school provides all relevant activities such as fostering intellectual, physical and spiritual development of its students.

   b. The girls are good in debates and physical

27Ibid., pp. 48, 49.
display. The school has won many trophies such as the Young Men's Association award, Sind Madressah Jubilee Trophy, and Girl Guides prizes.

c. The school continuously helps with some aspects of social work, and deserving students are furnished free books, free uniforms and shoes.

d. There is an active parent teachers association.

e. Teaching of the Holy Quran is another special feature. The teaching is imparted by mothers on a voluntary basis.

f. The school has a good program of guidance and counseling.

g. The school publishes its own magazine, and pays for its expenses. Weekly manual work on the part of the students is one of the regular features of the school.

Under the able leadership of its headmistress, a spirit of willingness and co-operation is found in this pilot school.

c. The Jamia Talim-E-Milli, pilot secondary school, Malir city, Karachi

The Jamia Talim-e-Milli was established at Malir on

28 Ibid., pp. 50-52.
October 29, 1952. It was selected as a pilot school in 1961. The school has 415 students, of whom 100 boys are boarders. The rest are day scholars, because limited accommodations in the boarding house do not permit a larger number of residential students.

The Jamia consists of 4 institutions: a primary residential school (from class 1 to 5), a secondary residential school (from class 6 to 10), a college known as the Jamia College, and the Jamia Institute of education (for the training of teachers). There are 19 trained and well-qualified teachers on the staff.

1. Special features of the school
   a. The school aims at producing young men who are well-equipped in the modern arts and sciences and who will think in terms of Islam. Special emphasis is laid on character-building.
   b. The importance of social service is emphasized with the intention of inculcating these qualities among the students, so that they consider social service as the most important purpose of their lives.
c. Dignity of labor is emphasized by encouraging students to take carpentry, smithy and tailoring as their hobbies.

d. Special emphasis is laid on Urdu as the medium of instruction in the school.

e. Tuition fees are low and Jamia tries to keep expenses to a minimum and provide maximum facilities.

2. Subjects offered

The school offers all the academic subjects, in addition to applied electricity, woodwork, and arts and crafts as optional subjects. It has also proposed to introduce book-binding, leather work, geometrical and technical drawing and commercial education after April, 1965.

3. Games and sports

All the major sports are taught in the school. A good swimming pool is a speciality of its physical education program. Field trips are arranged by the school under definite plans.

4. Student union

The students are encouraged to develop leadership qualities. The entire administration of the school is
handed over to the boys for a day, when they perform all
the duties of the headmaster, teachers, warden, clerk,
peon and students. This has proven a very successful
experiment for creating self-confidence among students.

The school is growing rapidly under the able guidance
of its young and energetic headmaster.

The description and the activities of these schools
show that they are trying to depart from traditionalism
in education. The new scheme of studies recommended by
the commission is serving as a guide, yet in many instances
even these pilot schools are suffering from the chronic
complaints of shortages of equipment, non-availability of
accommodations, and high costs of education.

According to the report of these schools, they are
offering diversified courses and are providing more func-
tional subjects. What techniques are being tried in hand-
ling the subject matter, and how the evaluation of the
whole program is taking place is unknown to the writer.
The only thing that can be stated is that efforts are
being made to modernize the curricula. How constructive
are these efforts? This can only be judged in the light
of empirical studies based on scientific data.
7. Provision for leadership courses by the Education Extension Center

During the years 1963-64 a series of Education Extension Centers were established by the Ministry of Education in various parts of the country. The main objective of these centers was to give in-service training and prepare courses for teachers in secondary schools. Special provision has been made in the government budget for training teachers of English.²⁹

Under this program the Education Extension Center, Lahore, has organized a tentative program of courses for teachers and administrators for the year 1965. Teachers from all the cities of West Pakistan have been invited to attend these courses.

A number of administrators and teachers have been selected from Karachi to attend these courses. The fields of activities covered under this program include administration courses for district inspectors, headmasters and prospective headmasters and headmistresses; seminars for divisional inspectors and inspectresses, and for principals

and professors of training colleges; mathematics courses for teachers from pilot schools and normal schools; and English, science, industrial arts, workshop, and guidance courses for teachers of pilot and normal schools.

This is a new plan and it shows that the education centers have been very active in arranging refresher and leadership courses for the in-service training of school teachers and headmasters. Up to the present there was little provision for such refresher courses, especially in educational administration. These arrangements show that these courses will have considerable benefit in maintaining and raising the standards of teaching. Statistics show that a few years ago, the Ministry of Education used to organize summer courses for university teachers only. But now these facilities have been made available to school teachers and administrators as well.30 The outlook is encouraging.

8. Current practices in the schools of Karachi

It was the desire of the writer to get some kind of authentic documents from the schools of Karachi in order

to assess their current practices. The writer was very fortunate to procure the proceedings of staff meetings from a government girls' secondary school. The headmistress of this school has been kind enough to send copies of the office orders which have been issued, to their staff members, to bring various changes in the existing educational pattern.

The following quotations will help the readers to take a look into the procedures of this school which is initiating changes. These are random samples.

a. Government girls' secondary school, Malir city colony, Karachi

Shortly after the issuance of the commission's report, an implementation program came into 'full swing' in the Government Girls' Secondary School, Malir. It seemed as if there were incentive, encouragement and feeling of contentment. A new program was launched, which created an atmosphere in which students, teachers, administrators and educators felt a sense of duty to create a society in which the individual could lead a full and productive life.

The headmistress and the staff of Malir City Colony
school started the year of 1961 with new zeal. The following quotation expresses the right feeling:

With this session, we start a new year with the hope that we will help the new generation to be good citizens of Pakistan. May God help us.

In this connection teachers are requested to see that students keep discipline in and outside the class, they walk smartly and talk politely.

Progress reports were unknown in most of the government and non-government schools of Karachi. The commission gave special emphasis to the evaluative instruments for measuring a variety of general and specific aptitudes, and interests of the students. The commission also suggested keeping a regular record for parents, so that it could be sent to the next school or college attended. To work on this suggestion the following office order was issued:

Class teachers are requested to receive the progress reports from the assistant head-mistress and fill in the progress marks or remarks in various subjects. It is not at all necessary to conduct monthly tests for the monthly report. I would rather mark different jobs done in the class and collect the marks per month. The report should show the progress of a student, not her test result as compared with other students.

One always encounters difficulties in doing a job efficiently and effectively. The same happened with the
teachers of this school. Regarding the progress reports, they were unable to get the test marks from their fellow teachers in time to complete the progress reports. The headmistress solved the problem like this:

The class teachers report that the subject teachers do not give their subject's marks in time and this causes delay in preparation of the reports. The subject teachers should not wait for the tests. They can make the marking easy by marking any class work given by them in which majority of students partake. The progress report is to show the parents the progress of their children in the class. After all, a student who attends a class does some work. We want to find out what she gains by our teaching, and so do the parents. The progress report is a way to find this and make it easy for both.

b. National talks as a means of cultivating a sense of nationhood among the students

The foremost aim of the modern system of education in Pakistan is to create a desirable type of individual with national habits of thinking. The commission begins by stating the 'self image' of the nation which, it is hoped, the education reforms will bring into reality.

The schools are trying to cultivate higher values
and a sense of nationhood. The following activity shows the way they are achieving this goal:

To build up love of nation and Pakistan in the students it is suggested that teachers should take up the following themes in their house groups and ask the students to discuss the subjects:

1. What can the students do for Pakistan?
2. Love of Motherland is above the love for self
3. Keep the flag high
4. Help yourself to help your national progress

c. School union

Up until now the students were considered merely passive listeners, and were never given any chance to participate in organizational activities or to learn responsibility. The Malir Colony school has been encouraging participation in group activities, and for this purpose they have started this project of having a school union. The following statement illustrates the new policy.

This year we will make the students help to run the school. Staff is requested to introduce the prefect system in the school as discussed in the last meeting.

d. Punishments

The school is considered one of the best institutions to teach discipline and good behavior to its students.
When the Malir Colony school has some disciplinary problems, the headmistress wants teachers to find out the real cause for such actions rather than using ineffective punishments. She says:

Please think of some creative punishments and tell me some new ones. I need them for those who are brought up to me by the union members.

e. Lessons from the Holy Quran

Pakistan is an Islamic country. Religious instruction is compulsory throughout the primary, middle, secondary and higher secondary stages for the Muslim students. The schools recognize that religion is a cementing force and a source of personal and national values. This school is also trying to emphasize the need for enlightened religious instruction:

Religious knowledge helps to build up character, and Islam has the best code of manners. I am sure every one of us can say something about simple things like truth, honesty, and duty of a Muslim. If we try, we can find students in the 9th and 10th classes who have good religious background, and encourage them to express themselves.

f. Promotion rules

For the reform of academic education, some new rules have been suggested by the commission. Regarding the
promotion of the students, teachers are encouraged to use their judgment and recommendations in making the final decisions. The headmistress of the school has been holding meetings to discuss these rules with the teachers.

Many times, students do not show enough interest in the subject matter. Many reasons can be found for such a situation. The far sighted and sensitive teachers understand the situation and can bring the situation under control.

The headmistress requested the teachers to make their teaching more interesting by giving some suggestions. Group discussions and individual participation were suggested as some of the ways to make a class more interesting. The annual results were not very encouraging, since the students failed badly in mathematics and social studies. The headmistress was much concerned, and she sent the following notice:

The annual results this year show that students fail badly in mathematics and social studies in the Board's examination. It is time for us to find out the reason for it. I request the subject teachers to bring in their findings to me.

Consequently, the mathematics faculty unanimously brought the following reasons:

1. Students dislike mathematics
2. They do not put in enough practice for the subject

3. Their foundation in mathematics is weak.

The matter was discussed by the staff and the headmistress. It was decided to try the following methods to make students interested in the subject:

To show them practical use of the subject in life

To set easy problems for practice

The social studies faculty also brought its finding, which was:

The main trouble with the learning of this subject is that the students learn history, civics and geography as separate subjects.

The method of correlation was suggested by the headmistress, as a more practical approach.

The above procedural steps show the changes being brought about in the Malir Colony school since 1961.

The writer cannot make any conclusive judgments, since she is not sure of actual practices in the school. However, there is evidence of a departure from the old practices. All these activities, procedures and methods may not seem to be anything special to the teachers and educators of the progressive schools, but in the case of Pakistan these practices are praiseworthy. Modern education practices
and techniques have been unknown to the teachers and students for a long time.

The headmistress describes the progress of her school in this statement:

This is a summary of what changes we have introduced up to April 65. I find a great change in the general outlook of the students and quite a good improvement in their educational discipline; and most of all the students attitude is something I am proud of. They are proud of their school and are ready to work for it, even after leaving the institution.

B. Summary

The Karachi region was chosen as a prototype to show secondary education "as it is" in Pakistan. The administrative arrangement was explained to give a better picture of superordinate and subordinate structure.

Policy statements from different educational authorities of Karachi were analyzed in the light of the commission's report. These authorities have been trying to implement recommendations of the report.

Significant programs such as the pilot programs were described to show the interest and enthusiasm of those who are in policy-making roles in educational institutions. Documents from one of the schools were presented to show evidence of implementation of the commission's report.
The analysis of policy-statements and documents relating to actual practices in the schools of Karachi, has led the writer to make some generalizations. These generalizations will be used in the succeeding chapter to form criteria for evaluating the educational programs of Pakistan in their totality, taking Karachi as a prototype, and finally arriving at some guidelines for curriculum improvement.

The generalizations are as follows:

1. The proceedings of national committees and other governmental bodies show that since 1947 and up until 1959 efforts of these committees and planning boards to improve and reorganize the educational program could not bring significant changes. It was concluded that most of the recommendations made were not implemented.

2. Although the Commission on National Education recommended programs with many sound facets, such as recognizing the gifted students, creating a sense of unity and nationhood, providing various facilities for technical and vocational education and universal education, it suffers from lack of a comprehensive theoretical design which gives a common direction for improving the curriculum.
3. Documents received from the policy-making bodies of the Karachi region indicate that in spite of many radical changes, means are still not provided whereby the teaching staff can participate in curriculum planning at the policy-making level; thus, restricting initiative and interest of teachers.

4. In spite of special grants to selected schools of Karachi for running pilot projects, information received indicate that material and personnel resources are not readily available, thus impeding progress of the programs.

5. Evidences show that the schools of Karachi are using evaluative procedures to improve the instructional program, in accordance with the recommendations made by the Commission on National Education, however, the evaluation is not based on recognized objectives such as, seeking changes in staff perception and operation, using improved techniques of evaluation, and appraising the over-all design and operation of the program.

6. Simultaneous directives from the Board of Education, the Directorate of Education and the Inspectorate of Education have made it difficult for the school personnel to execute school programs efficiently and effectively.
7. Dealing with the curriculum improvement program, the commissions and other committees did not stress all the categories and criteria which have been recommended by McNally and Passow (See Chapter V), for developing an ideal program of secondary education. Formulation of such criteria could have helped the planners to form a sound basis for curriculum development programs in the future.
CHAPTER V

A CRITICAL ANALYSIS OF THE EDUCATIONAL PROGRAMS USING McNALLY AND PASSOW'S CRITERIA FOR EVALUATING CURRICULUM IMPROVEMENT IN THE UNITED STATES AND IN PAKISTAN

The preceding chapters have described the historical development of secondary education and the policies and procedures of government and non-government agencies which have been largely responsible for shaping the pattern and progress of secondary education.

The writer has drawn certain generalizations and conclusions from the data sources mentioned earlier, and in this chapter will explain the observations at the level of sensitizing and integrating and finally making a critical analysis of certain aspects of secondary education in the United States and Pakistan, using Karachi as a representative example. This analysis will be made by using McNally and Passow's categories as a base for evaluating curriculum improvement.
The following categories and criteria are drawn from McNally and Passow to describe what the ideal secondary educational program should be:  

1. **Scope and Objectives of the Program**
   
a. The program is comprehensive in scope, dealing with all aspects of the educational needs of the community served by the school system.

b. The program improvement objectives, both short-range and long-term, are clarified to guide organization and activities.

c. The curriculum improvement program is based on the premise that educational quality will change only as the perceptions, attitudes, values, understandings, and skills of staff members change.

2. **Initiating Program Improvement Activities**

a. Channels are provided for communicating curriculum problems to a central planning and co-ordinating group.

b. Regular opportunities are provided for individuals and groups to have contact with new ideas and practices through conferences, professional meetings and school visits.

c. Periodic evaluation of learning and teaching are analyzed for leads to improving program quality.

d. Classroom and school conditions--e.g., climate for learning, personnel and material resources, teaching methodology--are appraised regularly.

---

3. Administration of the Curriculum Improvement Program

a. Trained leadership is provided for curriculum work.

b. General responsibility for all services related to curriculum and teaching is assigned to a single administrative officer or department.

c. The Central Office Staff provides resource specialists to assist in developing the program of the various schools in the system.

d. Supervision functions as a means of instructional improvement, part of the broader plan of the curriculum program.

e. The individual school is the operational and planning unit for curriculum improvement.

f. The central office functions to encourage and aid the staff of individual schools to develop a unified curriculum adapted to the particular neighborhood and pupils served.

g. Time and facilities are provided for committees and individuals to engage in program improvement activities.

h. Funds are budgeted for program improvement activities.

4. Organization For Curriculum Planning

a. The organization reflects the goals and purposes of the school, helping to create conditions for program planning similar to those at which the school is aiming in instruction.

b. Individuals and groups at each planning level are supported and encouraged so that they can contribute effectively to the improvement of the total program.

c. Responsibilities of individuals in the organization are clearly specified.
d. The organization facilitates co-ordination of diverse activities of planning and action groups.

e. Communication among the various individuals and groups working at program development is facilitated.

f. The organization is effectively related to local conditions.

5. Participation in Curriculum Planning

a. Provision is made for those who will be affected by the policy or action decisions which may emerge from the work of the group to participate at some level of planning.

b. Those individuals whose classroom practice is expected to change as a consequence of the improvement program are encouraged to participate.

c. The emergence of leadership at all levels of planning is facilitated.

d. Lay persons, including parents and students, are involved in the processes of curriculum development wherever they can contribute their special competencies.

6. Procedures and Techniques Used in Curriculum Improvement

a. A variety of activities are provided in order that each member of the instructional staff may participate in the program and in a way recognized by him as being of value.

b. Professional staff growth is considered the primary avenue of curriculum improvement.

c. Provisions are made for the development of skills necessary for undertaking curriculum improvement activities.
d. Separate strands of curriculum work are interrelated to build a consistent, comprehensive educational program.

e. Effective communication among individuals and groups involved in planning as well as others who are concerned is maintained.

7. **Evaluation of Curriculum Improvement Program**

a. Continuous evaluation of the procedures in the improvement program and of the changes which result is made an integral part of the curriculum program.

b. Techniques of evaluation employed are consistent with the principles accepted for curriculum development.

c. Systematic gathering and appraisal of evidence serves as a basis for determining needs for changes in curriculum planning and improvement activities, and for consequent modification.

A. **Curriculum development of secondary education in the United States**

The following is a critical analysis of certain aspects of the programs of American secondary education in the light of McNally and Passow's criteria for evaluating curriculum improvement and development in the schools of the United States.

It is important to note at this time that many fields of education, which actually give a unified shape to
curriculum development programs, have not been dealt with by reports of committees and commissions which are summarized in Chapter III.

Since McNally and Passow's categories and criteria are concerned with administration, organization, participation, procedures, techniques, and evaluation of curriculum programs it is helpful to make a critical analysis of these factors, and draw certain conclusions for suggesting guidelines for curriculum improvements.

Therefore, the writer has critically analyzed these categories and criteria utilizing professional literature of the United States.

1. Scope and objectives of the program

   a. The program is comprehensive in scope, dealing with all aspects of the educational need of the community served by the school system.

   During the seventeenth, eighteenth and nineteenth centuries adults only were responsible for the system of education, a system which they thought would fulfil the needs of the students and community. Objectives were different at different times. Memorization, recitation,
and close supervision were the instruments of teaching learning processes. Facts and skills were greatly emphasized. Formalism, narrowness of education and hard discipline were in terms of accepted theories of learning of that time, especially faculty psychology.

According to the present conception of a comprehensive educational program the above mentioned activities and procedures are considered to be inadequate because they do not include all factors which affect the environment for learning. Nevertheless, educators in the twentieth century are confused as to the comprehensiveness of school programs. Even today less clarity exists regarding the elements which constitute an educational program. Should it be child-centered, society-centered, subject-centered or life-centered. Whatever may be the case, educators and writers today are emphasizing that the curriculum must give a broad perspective and sense of relationship to all factors which make a program most comprehensive.

---

b. The program improvement objectives, both short-range and long-term are clarified to guide organization and activities.

Early reforms emphasized by the committees and commissions proved to be ineffective because of their lack of clear-cut principles. Also there was considerable overlapping of subject matter which resulted in disintegrated programs. Actually nothing new was offered, except redefining and refining the same ideas. Organizational coherence could not be brought about among the different school systems.

Even today the evidence shows that short-range programs, by way of crash-programs, act only as a stop-gap in educational practices. There is confusion among curriculum planners regarding the clarification of objectives and the elements which constitute the design. These things can only be achieved by putting theoretical ideas into practice and continuously evaluating the program.

c. The curriculum improvement program is based on the premise that educational quality will change only as the perception, attitudes, values, understandings and skills of staff members change.

---


Much has been said about the needs of youth and needs of society, but there is little evidence which shows that the early programs gave any consideration to the perceptions, attitudes, values, and understandings of the teaching staff. Also the history of education of the United States has not indicated that the educational committees and commissions were particular about these aspects, although all of them professed to be very interested in curriculum improvement.5

The behavioral sciences have established that curriculum improvement programs can take place only if they are based on the premise that educational quality will change only as the perceptions, attitudes, values, understandings, and skills of staff members change.

The present decade gives evidence that there is a growing concern about professional growth. It has been established that when competencies of the teaching staff improve learning experiences also improve.6

5H. Alberty, Reorganizing the High School Curriculum, op. cit., pp. 6-11.

2. Initiating program improvement activities

   a. Channels are provided for communicating curriculum problems to a central planning and co-ordinating group.

   A few decades back, college professors and content specialists were the only persons to introduce plans for curriculum development. There were no channels to communicate curriculum problems to the co-ordinating group; consequently the local school districts adopted programs according to their own understanding and needs.

   The national commissions, committees, and different experimental studies have introduced new material, ideas, and practices, and have brought a profound change in educational thinking. However, there has been no clear-cut way to implement the reforms and recommendations, because there has been no compulsion for educational institutions to adopt any suggested program.

   This suggests that with the exception of recent assessment programs, developed by Dr. Ralph Tyler, there has been no planned and coordinated group to introduce and carry out the appraisal and implementation of a program of curriculum development and improvement. This could also
be a reason why these commissions, committees, and national figures have made efforts to explain and analyze the problems and issues, but they have largely proved to be more theoretical than practical. ⁷

Federal support and participation in the educational programs has been one of the sources which could be considered an effective channel to bring a balanced program. But even that is not obligatory. The individual state departments and local school districts have the choice to accept or refuse such aid. Instances have shown that many local authorities have refused to accept Federal support because of their fear of losing autonomy. ⁸

b. Regular opportunities are provided for individuals and groups to have contact with new ideas and practices through conferences, professional meetings, and school visits.

It has become an accepted practice to encourage teachers and other staff personnel to participate in initiating program activities. Such opportunities keep them abreast with the new ideas and practices. This is done through professional meetings, conferences, and school visits.

⁷Hilda Taba, op. cit., pp. 8-10.

This is quite a recent trend, because previously only the administrators and persons from supervisory offices were given authority to impose any changes. Now, many school programs are organizing such activities to improve the quality of their programs; one of them is The Illinois Curriculum Program.9

c. Periodic evaluation of learning and teaching are analyzed which leads to improving program quality.

Nothing has been mentioned by the committees and commissions (described in Chapter III) regarding the process of evaluation for improving curriculum activities. The literature reveals that periodic evaluation has been a neglected aspect from the very beginning. For a long time standardized tests have served to assess teaching and learning. But the adequacy of many such tests has been questioned by the critics, because in many cases these tests did not relate to the objectives of learning. Secondly, commercial groups started using them as a means of profit-making. Also, measurements of these tests required professional competence, which was not available in many institutions.

Although it has been realized that these tests should be used along with other objective evaluation techniques, there are still many schools which are depending only on the results of these tests.\(^{10}\)

d. Classroom and school conditions: e.g., climate for learning, personnel and material resources, and teaching methodology are appraised regularly.

Interested American educators and laymen have long advocated a well balanced program and emphasized social and individual needs. However, it appears that they neglected such factors as adequately prepared teaching staff and material resources, which include proper buildings and equipment and which are equally important for an improved educational program. Reports of the committees and commissions indicate that they rarely mentioned classroom and school conditions as an important factor for improving instruction.

It was James B. Conant who quite recently showed a concern for such problems which exist in today's schools. Other sensitive educators also stress that for effective teaching and learning it is very necessary to have a suitable climate for learning which should include adequate

\(^{10}\)Hilda Taba, *op. cit.*, pp. 313-16.
personnel, material resources and sound methodology. In
general, the educational institutions of the United States
present two different pictures. There are some schools
which have modern equipment, facilities, resources and
competent professional staff.\textsuperscript{11} There are also schools
which are conducted in shacks, churches and private apart-
ment buildings, which are overcrowded, lack proper build-
ings and equipment, and there is an absence of trained and
competent staffs. Such schools can be found in the slum
areas of underprivileged and disadvantaged groups.\textsuperscript{12} Many
of those schools which are well-equipped have the facili-
ties for experimenting with new programs and are introducing
innovations, while ill-equipped schools are being blamed
for producing maladjusted, socially-handicapped, delin-
quent youths.

The classroom and school conditions can only be
appraised regularly when the resources are available. In
the absence of such resources the question of regular ap-
praisal does not arise. Therefore, for improved methods
of learning and a better teaching program the availability
of such resources is imperative.

\textsuperscript{11}McNally and Passow, \textit{op. cit.}, pp. 187-89.

\textsuperscript{12}Community position paper on \textit{De Facto Segregation and
Related School Problems} (Columbus, 1962).
3. Administration of the curriculum improvement program

a. Trained leadership is provided for curriculum work.

The administration of the curriculum improvement program requires trained leadership. To provide this skill the certification requirements and standards, and the professional preparation of administrators have been given due emphasis by different associations and groups.\(^{13}\) The principles of the evaluative criteria are the result of much research, and have been revised often in order to set up a better administration.

Now, there is more stress on several areas of competency which are pertinent to educational administration. Group leadership, based on good physical, mental, social, and moral attributes; and an understanding of the principles and techniques of curriculum improvement are necessary characteristics for successful school administrators.\(^{14}\)

b. General responsibility for all services related to curriculum and teaching is assigned to a single administrative officer or department.

\(^{13}\)Campbell, Corbally and Ramseyer, *Introduction to Educational Administration*, op. cit., pp. 335-46.

\(^{14}\)Campbell, Corbally and Ramseyer, *ibid.*, pp. 259-86.
If schools are organized in a manner which releases the creative potential of educational workers, children will learn more effectively. This can be done by clearly designating responsibility. In the absence of such policies, there is always a danger of overlapping responsibility and duplications which result in conflicts, inefficiency, and ineffectiveness.

In the United States, the local boards of education are given broad powers to organize and conduct schools within the limitations of state and federal law. Generally, the local board of education employs a superintendent of schools to organize and administer separate schools with the assistance of a central staff and building principals. Actually, the superintendent is responsible for the administrative function and the board acts as a legislative and judicial body. When the responsibilities are not clearly stated, difficulties and problems quite often arise between the two. Many case studies in the schools of the United States show that there have been bitter conflicts between boards and the superintendents, and between the superintendents and building principals.15

To have an effective administration of curricula, distinction must be made between role and personality.

c. The central office staff provides resources to assist in developing the programs of the various schools in the system.

The growth of knowledge has resulted in a vast body of subject matter which cannot be mastered by individual persons. Individuals choose an area in which they are interested and explore it intensively to become specialists. Today, specialists are found in almost all fields of education and in the related arts and sciences. Previously, students and other people had great faith in the knowledge of teachers, no matter how limited it was. Now it has been recognized that a teacher cannot be expected to be an expert in all subjects. Therefore, the practice of employing specialists and resource persons is gaining impetus in the schools of today. The staff and principals of well-supported schools are using such resource persons for improved curriculum programs.¹⁶ There are, however, many schools which cannot afford to hire specialists.

In this respect the cooperation of the central office

¹⁶ McNally and Passow, *Improving the Quality of Public School Programs*, op. cit., pp. 152-64.
of a local school system is very necessary in procuring the services of such specialists to enrich and improve their program.

d. Supervision functions as a means of instructional improvement, part of the broader plan of the curriculum program.

To improve the teaching-learning situation democratic supervision is a service which is concerned with the improvement of instruction. It is a means of developing a curriculum, and it also encourages freedom while furnishing direction, advice and suggestion. Schools have suffered and are suffering from authoritarian supervision, which prevented teachers from exercising their creative ability and initiative. Some of the administrators and supervisors still hold the old concept of supervision which is rigidly authoritarian, teacher-focused and formal.17

Where there is authoritarian supervision, teachers are rigid in their attitudes, values, and less apt to change their behavior; consequently the whole teaching-learning program is being affected. Supervision has been recognized as a social process. The new educational administration

programs and courses are cultivating the new concept with a hope of bringing a democratic system in the schools, thus improving curriculum activities.

e. The individual school is the operational and planning unit for curriculum improvement.

It has been observed that in schools, which are experimenting with new ideas, such as the Dade County, Florida, planned programs for curriculum improvement take place in the actual school building. Here teachers and principal jointly participate in experimental studies. They review recent publications for enriching their experience and the learning experiences of children and seek advice from members of the community in order to find ways to improve programs.

On the other hand, some schools give evidence of being dormant and static. The staff and supervisors do not show any interest and are not ready to take any initiative or make any effort for planning better activities. They imitate the blueprints of other school programs which may not fit their particular set-up. The idea that each school is an individual operational and planning unit for curriculum improvement should be emphasized.

f. The central office functions to encourage and aid the staff of individual schools to develop a unified curriculum adapted to the particular neighborhood and pupils served.

The articulation between elementary, junior, and senior high schools has always been a problem. Many committees and groups have proposed coordinated programs to develop a unified curriculum program. Lack of such coordinated programs has created problems for the children and for the community. Now, in many instances, the central office has tried to encourage and help local schools to adopt a program which is interrelated in its scope and objectives and fulfills the needs of the pupils and the community. A sound program must serve its own needs and yet have a framework of coordinated policies and objectives. 19

g. Time and facilities are provided for committees and individuals to engage in program improvement activities.

Program improvement efforts require proper material, adequate time, clerical assistance, and meeting places. The administrator and the central office can facilitate in planning committees and individuals' activities. When

19The Faculty of the University School, The Philosophy and Purposes of the University School (Columbus, Ohio: The Ohio State University, 1948), pp. 1-12.
there is an absence of planned activities program in a school then it may be that the staff is suffering from inadequacy of time and facilities.

h. Funds are budgeted for program improvement activities.

Good education cannot be had without enough financial resources. One of the administrative functions for curriculum improvement is to budget the funds wisely to carry out particular parts of the program. A good school administration should provide statesmanship in school finances at local, state-and federal levels, and have a good system of budget making, securing revenues, and managing expenditures.

Very often many school districts have not been using wise means. They view things in their short-range aspects, and do not keep adequate finances for the particular programs, also teachers have not been invited to give suggestions for budgeting the monies for operating schools.

Some school administrators are not making use of the full amount of state and federal funds, because their school districts are not eligible for these funds, also their educational standards are not up to the required level.20

4. Organization for curriculum planning

a. The organization reflects the goals and purposes of the school, helping to create conditions for program planning similar to those at which the school is aiming in instruction.

   Educational institutions in the past lacked organizational coherence, thus could not bring uniformity to the curriculum design.

   Now, there is more clarity regarding the goals and purposes of the school. Consequently, the instructional program is better organized. This is achieved through effective teaching. Well prepared teachers help students attain the goals of the school program. Teachers' cooperative and democratic ways of working with each other directly influence the quality and strength of goals and learning behavior. The best organization for curriculum planning depends on how well the administration helps teachers to develop an alert and sensitive attitude to the advancement of knowledge. Only then can the teachers find facts and improve their own work.21

   All of this presents a rosy picture; there are many schools which are lacking in this respect. The main reason

is that curriculum development is not a one-man show. Continuous cooperative efforts are required and constant work and interest in the activities is also indispensable. Some of the schools are bringing adventurous changes such as Bellevue, Washington. They have not claimed to be perfect in their approach but at least they have an intensive desire to work for better programs. The responsibility of the administration is to keep planning and instructional program in tune with the useful and constructive findings of educational research.

b. Individuals and groups at each planning level are supported and encouraged so that they can contribute effectively to the improvement of the total program.

A school may be called a small community. It involves the participation of various people with different competencies and qualifications. Here each individual plays an important role. To neglect his enthusiasm and efforts is to discourage him from doing any constructive work for the school program.

---

22 McNally and Passow, Improving the Quality of Public School Programs, op. cit., pp. 271-89.

Review of the past shows that teachers were not encouraged to participate in planning programs. Only a few at the top organized and planned activities for the overall program. Even today, there are schools where only the administrative staff is allowed to do any planning. Such schools present a picture of passivity, carelessness and indifference towards the school program. If an adequate program is desired, all persons and groups should be included in planning and they should feel that their contributions receive serious consideration. The laboratory schools and the schools engaged in experimental programs are using educational guidelines to improve the total program.  

\[2^h\]

\[c.\] Responsibilities of individuals in the organization are clearly specified.

Unclarity of designated responsibilities creates unrest among the staff members. It is the responsibility of the organizer to act in a clear-cut way, and assign responsibilities thoughtfully. Inconsistency in the decision-making process has created many problems for the

administrators.\textsuperscript{25} In some schools the school psychologist has had difficulties with the guidance counselor. This shows that the concept of line and staff has not been made distinct and that there is overlapping of responsibilities which is creating conflict and tension between the specialists. This also happens between the teachers. Special teachers and resource teachers sometimes take over the responsibilities of the classroom teachers. These conflicts are always due to the unclarity of specified duties and responsibilities. If a clear distinction is made, it can help in maintaining a permissive and pleasant atmosphere in the school.\textsuperscript{26}

d. The organization facilitates coordination of diverse activities of planning and action groups.

The importance of committee work in planning programs cannot be ignored. If a team has been organized intelligently, it facilitates coordination of diverse activities in the school program.\textsuperscript{27} In many instances, although there


\textsuperscript{26}A. C. Riccio, \textit{The Interpersonal Relationships of the School Counselor}, Presented at the NDEA Academic Year Institute (Columbus, Ohio: The Ohio State University, October 16, 1961).

\textsuperscript{27}Griffiths and Clark, \textit{ibid.}, pp. 3-50.
is committee work and group planning, the organization is poor and the group members feel passivity.

e. Communication among the various groups and individuals working at program development is facilitated.

The concept of two-way communication has recently gained impetus. Previously it was not considered necessary to have feed-back, especially from the subordinates. Now communication is a key word in keeping good inter-personal relations. Communication is a two-way process and unless efforts are made to organize groups for action with a clear and consistent communication, problems are inevitable. Many superintendents, principals and teachers have been criticized by their supervisors and subordinates for not performing a task efficiently. Actually the criticism may not be true, but when communication is not well organized and the channels are not clear, then the problem of misunderstanding arises. For effective organization, adequacy of communication is very important.

---

f. The organization is effectively related to local conditions.

Past procedures indicate that many schools could not maintain sound educational programs, because they were not organized in accordance with the local conditions. At times the organizers tended to adopt programs of other institutions which did not serve their own needs. Even today over-enthusiastic organizers are often at a loss when they do not keep the local conditions in mind while organizing activities. Personnel and material resources are significant factors while organizing any activity. If the program is such that it requires more facilities than those which exist in the school, then the program is often out of balance. School programs have suffered greatly due to the ignorance of organizing bodies.

5. Participation in curriculum planning

a. Provision is made for those who will be affected by the policy or action decisions which may emerge from the work of the group to participate at some level of planning.

It was an unknown practice among the institutions of the past to involve the teaching staff and others at any level of planning or even to give them any consideration.
As a result teaching was an impersonal and routine task.

Now it has been realized that those who are not involved in planning but are affected by the policy, should not be totally neglected. Educational development depends on their joint efforts. There are some who plan the program, there are others who participate in it. It is not necessary that everyone should be involved in the program at the same level or at all stages. Those who would be affected by any change in the instructional program should have a part in determining and carrying into execution the policies and program of the school.29 The schools which allow teachers' participation are based on sound principles. Where there is no such provision, difficulties and problems arise.

b. Those individuals whose classroom practice is expected to change as a consequence of the improvement program are encouraged to participate.

Recognition must be given to the individual differences among teachers. The staff should discuss carefully all the pros and cons for handling a successful program, and those teachers who are willing and interested in

trying new approaches should be given the opportunity to do so. Many studies of teachers' behavior have shown that due to well-organized programs, sensitivity to the teachers' problems, the principals' way of working with teachers, teachers' behaviors and their perception have improved. In the past not much attention was paid to the teachers' behavior; but more recently, a teacher's rigidness, non-acceptance and intolerance have become important issues.

c. The emergence of leadership at all levels of planning is facilitated.

It was agreed upon that leadership belonged to those who held a higher post or worked in an administrative capacity.

Now the situation has changed. It is being recognized that every individual who has the necessary traits and qualities of a leader can become one. In many school situations, the administrative authorities presume that they should lead the groups whether they qualify for such an action or not. Leadership can emerge at all levels of

---

planning.  

Therefore those schools which continue the practice of administrative leadership should provide channels for individuals and groups, especially for teachers, to participate in planning.

d. Lay persons including parents and students, are involved in the processes of curriculum development wherever they can contribute their special competencies.

It was a big issue for a long time whether or not to involve lay persons in curriculum planning and development. Parents, students and community members develop ill feelings if their ideas are not even considered. They do not cooperate with the school personnel, and confusion and chaos often result. The issue has been resolved and now the general feeling is that the laymen have the right to suggest what the program should be, but the professional people should establish the program and must execute it.  

Some schools have good community relation programs. They work in cooperation with lay committees which help in solving school problems and in providing good school-community relations.

---

31 Campbell, Corbally and Ramseyer, op. cit., pp. 81-329.

Pupil participation in curriculum planning is also an old issue. The objectives of education, the methods of teaching and the pattern of instruction have changed to a great extent. Now the approach to teaching and learning is pupil centered. The individual is the focus of attention, and his capabilities, capacities, interests and needs have been recognized by educators. Most of the schools encourage pupil participation, and the emphasis is to help students improve their abilities. Students are permitted and encouraged to set up their own educational activities which reflect their abilities and interests. Students have great capabilities to work cooperatively with teachers and they have helped in planning, developing and evaluating learning experiences.\(^{33}\)

6. Procedures and techniques used in curriculum improvement

a. A variety of activities are provided in order that each member of the instructional staff may participate in the program and in a way recognized by him as being of value.

The old curricula offered little variety of activities and presented only a one-track program; therefore,

\(^{33}\)Committee of the Elementary Staff, Group Studies in the Elementary Grades of The Ohio State University School, College of Education (Columbus, Ohio: The Ohio State University, 1955), pp. 8-26.
staff members were not able to show concern for individual interests.

Now the total growth of the instructional staff is one of the main objectives of curriculum development. When activities are provided in such a way that each member can participate, this enables the individuals and groups to make the greatest contribution. In the past, certain limits have been fixed by the schools, whereby only a few participated and the rest were idle, although they wanted to improve their work by participating in activities. New approaches to curriculum improvement advocate the use of diverse techniques and procedures so that each individual can share in some aspect of program improvement. This means that efforts are necessary to organize programs in such a way that several facilities are provided for a successful operation.\textsuperscript{34}

This means more group work, meetings and conferences to study and act upon significant problems of curriculum development.

\textsuperscript{34}L. S. Michael, "New Directions to Quality Education in Secondary Schools," \textit{op. cit.}, pp. 11-18.
b. Professional staff growth is considered the primary avenue of curriculum improvement.

The best way to bring about curriculum improvement is to place highest priority on building a superior staff. It is advocated that the continued growth of professional staff can be achieved if the techniques and procedures are such that they aim at fostering skills, insights and understanding among the staff members. If the organizer is fully aware of the competencies of his staff, he can assign specific curriculum improvement tasks according to individual differences in their abilities, interests and physical energies. As was stated earlier, these are the best practices and are not found in all the schools. Schools with experimental programs are trying to achieve these goals by making use of new research knowledges and by participating in curriculum improvement programs.35

c. Provisions are made for the development of skills necessary for undertaking curriculum improvement activities.

For building a sound curriculum program it is very important that the skills, competencies and knowledge of the individuals are developed and improved. The supervisors

can study the leadership qualities of their staff members. Increased knowledge of what teachers teach and how they handle their students give the supervisor more information about the potential capacity of each staff member. In this way the supervisors can provide facilities for group sessions, training programs, and individual discussions, which will further the leadership qualities of teachers and the effectiveness of their instruction.

The main difference between the above mentioned procedures and the procedures used earlier in schools is that previously training sessions, group work, and committee work were organized to familiarize teachers with better techniques and methods of teaching. The emphasis was not on developing the skills and competencies of teachers. Now, it is considered desirable to elevate and improve the maximum potential and leadership qualities of each individual teacher. This would affect teachers' personality, perception and behavior. Many school systems now reflect this philosophy.

d. Separate strands of curriculum work are interrelated to build a consistent, comprehensive educational program.

For a long time the design of curriculum included the

36W. B. Casteller, Administering the School Personnel Program, op. cit., p. 257.
academic side only. Learning the subject matter was considered the most important goal. Games and sports were also provided, but they were considered as an extracurricular activity. Also the organization of subjects was such that each subject was taught separately without showing any relationship to another field or area.

Now, the prevalent educational theory is that separate strands of curriculum work should be interrelated in a way as to build a consistent, comprehensive program. Most educators define curriculum as the sum total of the schools' efforts to influence learning, whether in classroom, on the playground, or out of school. Schools are using diverse procedures and techniques for the maximum development of intellectual, social and physical abilities of each individual, and all efforts are coordinated to build a unified program.  

Effective communication among individuals and groups involved in planning, as well as others who are concerned, is maintained.

Good communication does not just happen, it has to be built through conscious and sustained efforts. Unless proper channels are built for effective communication and

---

participation, a good school program does not develop.\textsuperscript{38} This occasionally results in conflicts among the community members, the administrators, and other school authorities. Many times the reason is lack of communication. In such situations individuals do not identify themselves with the purposes of the organization. Many studies have shown that more effective administrators have more communication with staff and community members than do less effective principals.\textsuperscript{39}

Earlier programs show that in many instances only those persons who would be engaged in the activity were informed; the rest were uninformed about the plans and processes. Unfortunately this still happens frequently with unhappy results. Now it is believed that in order to have good communication all the staff members should be made aware of organizational goals. This is the most important task of an administrator. Staff members must know their own contribution, the contribution of others, how well they have achieved the goals, and what the program would be after it is established.

\textsuperscript{38}R. J. Haring, \textit{The Role of the Superintendent in the Interrelationship of School and Community}, \textit{op. cit.}, 1953.

\textsuperscript{39}Case Development in Educational Administration, \textit{Double, Double, Toil and Trouble}, \textit{op. cit.}, p. 2.
7. Evaluation of curriculum improvement programs

a. Continuous evaluation of the procedures in the improvement program, and of the changes which result, is made an integral part of the curriculum program.

Evaluation has been a neglected aspect of the educational development program in the past and even today it is not as comprehensive as it should be. There have been misconceptions about the term "evaluation." Now, the meaning has been clarified; but the process frequently is incomplete and is not an integral part of the program in many schools. Some schools have clarification of objectives and available information about changes in program, but many times they do not use correct procedures to summarize and interpret that evidence. There are many ways to approach the evaluation process: staff meetings, discussions, surveys, and appraisals of program. It is very important to organize evaluation program in such a way that valid, adequate, and complete data are acquired. In current literature it is being emphasized that evaluation of curriculum improvement programs must be built

---

in as an integral part of planning and it should be a con-
tinuous process rather than "piece-meal" work.\(^{41}\)

b. Techniques of evaluation employed are consist-
tent with the principles accepted for curric-
ulum development.

It is a usual practice among schools to modify and
improve program in the light of local needs. Some schools
stress one area of program more than the other. To employ
one technique of evaluation and expect a change in the
whole program is not realistic. Techniques must be con-
sistent with the principles accepted for curriculum
development.

c. Systematic gathering and appraisal of evidence
serves as a basis for determining need for
changes in curriculum planning and activities,
and for consequent modification.

If an evaluation program is to be comprehensive and
effective, procedures and techniques should be used system-
atically. Only then can the basis for change be deter-
mined.\(^{42}\) Development programs have suffered from these
inadequacies. Although different commissions and committees

\(^{41}\)H. Alberty, *Reorganizing the High School Curriculum*,
*op. cit.*, p. 543.

\(^{42}\)E. F. Lindquist, *Educational Measurement*. American
explored deficiencies of instructional programs with great effort, yet their suggested improvements did not satisfy the educators. The reason was that systematic appraisals of evidences did not bring about an actual change. Convictions, judgments, and observations were given, but they resulted in failure.

d. Evidence is sought of the effectiveness of curriculum planning in changing the quality of instruction.

Earlier reports of the commissions and committees show that the effectiveness of curriculum planning was either based on the recommendations and suggestions made by groups and individuals or by the educational authorities who controlled instructional pattern to a great extent. Changes were not based on systematic efforts to ascertain the nature of learning experiences, but gradually as the knowledge of social sciences, learning theories, and human behavior advanced, this concept gained the recognition of the educators. Today's schools are showing efforts to discover relationship between quality of experiences and the curriculum improvement activities.\(^3\)

B. **Curriculum development of secondary education in Karachi-Pakistan**

While analyzing the curriculum improvement program of schools in the United States, the writer has come to the conclusion that McNally and Passow's criteria would be more effective if synthesized into one or two subheadings to eliminate overlapping and to render them more practical as an assessment device. Therefore, in order to be more specific in making critical analyses of Pakistani school programs, the writer modified the criteria under each main category.

This process of synthesizing as an aspect of theoretical analysis, is suggested in Griffiths' rationale underlying the nature of educational theory-building (see page 106). The test, of course, of the validity of this mode of educational theorizing rests clearly on two bases: (1) its utility in generating further theory, and (2) its effectiveness in identifying hypotheses for empirical testing.

On this rationale, then, the investigator presents

---

the modified criteria to be employed in assessing the
Pakistani situation as typified in the Karachi region.

1. **Scope and Objectives of the Program**

   a.1 A comprehensive program takes into consideration perceptions, attitudes and skills of the teachers and pupils, as well as gives common direction for improving the curriculum based on diagnoses of educational needs.

   b.1 Objectives of the total program are translated into behavioral goals which clearly indicate changed perceptions, attitudes and behavior.

2. **Initiating Program Improvement Activities**

   a.2 Open communicative channels facilitate new developments, interchange of ideas and practices provided by the planning and coordinating groups.

   b.2 Personnel and material resources are readily available for improving program quality.

   c.2 Regular appraisals help in identifying the needs of pupils and teachers and provide a set of priorities for utilizing resources to initiate improvement activities.

3. **Administration of the Curriculum Improvement Program**

   a.3 A single administrative department regulates the curriculum improvement program.

   b.3 Trained leadership provides conditions and guidance which foster continued professional development of all staff members.
4. **Organization for Curriculum Planning**

   a. Effective organization avoids duplication and facilitates coordination, clear communication, objectivity, team-work and evaluative feedback.

   b. Organization is such that important decisions are made "close" to those who are responsible for implementing them.

5. **Participation in Curriculum Planning**

   a. Leadership encourages and involves individuals and groups, including teachers, pupils and lay citizens in curriculum planning and development.

   b. Cooperative involvement of others is based on a clear conception of various 'levels of responsibility' for the total undertaking.

6. **Procedures and Techniques Used in Curriculum Improvement**

   a. Instructional improvement activities include developing skills, facilitating professional growth of staff and coordinating educational activities.

   b. Action research procedures are used throughout the total curriculum improvement process.

7. **Evaluation of Curriculum Improvement Program**

   Continuous evaluation is an integral part of the program.
1. Scope and objectives of the program in Pakistan-Karachi

a.1 A comprehensive program takes into consideration perceptions, attitudes and skills of the teachers and pupils, as well as gives common direction for improving the curriculum, based on diagnoses of educational needs.

The history of Muslim education in the Indo-Pakistan sub-continent before the advent of Britishers shows that the old educational institutions did not have comprehensive and well-balanced programs. Their main objectives were to transfer knowledge from the teacher to the student by means of memorization of the centuries-old subject matter, which included religious ideas. Yet the educational pattern of these institutions was considered to be well-organized.

After the loss of freedom, the Britishers took charge of the country. They introduced a totally different system of pedagogy, based on Western ideologies and practices. School leaders gave no consideration to perception, attitudes, values and understanding of the teaching staff; therefore, teachers could not use their initiative, inventiveness and creativity. There was no active involvement on the part of the staff members, and this created stagnation in education.

---

After Pakistan gained her independence in 1947, things still did not change very rapidly.

Since 1959, however, some changes have been made in different fields of education. The educational institutions of Karachi have experienced some innovations. An analysis of secondary education "as it is" shows that educational authorities are trying to make programs comprehensive in scope. A few selected schools have introduced diversified programs as recommended by the commission, to fulfil the needs of students. 46

New curriculum improvements and programs in Karachi reflect some new plans, but no special emphasis on basic factors, such as introducing seminars on the process of learning, or the role of behavioral sciences and modern theories of human growth and development in teacher education program, or refresher courses.

Documents show that the professional staff also lacks an understanding of an operational design for curriculum improvement.

The commission stated some short-range and long-term objectives for the improvement of programs and stratifying

46 Education Extension Centre West Pakistan, Pilot Schools in Action in West Pakistan, op. cit., pp. i, ii
students according to their abilities after 8th and 9th grades. Although these objectives are clearly stated, they are in conflict with previous proposals of the commission. In one instance, the commission recommended preserving the Islamic concept and ideology by cultivating democratic values; and in another instance it proposed different categories of schools within the general school system.47 There are the prestigious residential schools, the vocational and technical schools, for factory workers, and multi-purpose schools for the common masses. This channelizing of students is likely to create class distinctions and a social gulf between the masses and the elite.

The commission should have proposed a common school system with diversified curriculum for all children. This likely would create an integrated society with a sense of unity, as well as give common directions for improving the curricula.

b.1 Objectives of the total program are translated into behavioral goals which clearly indicate changed perception and behavior.

It is very necessary for curriculum improvement to

bring a change in behavior and in the teacher's perception of her task if understanding is translated into action as part of the teaching process. Self-insight of the teacher is imperative.

The commission stressed a knowledge of child psychology and the methodology, skills, and techniques of teaching, but it did not even touch upon the idea of improving teacher behavior and perception, and said nothing about research on the behavior of teachers. None of the objectives of the programs underway take into consideration the importance of changed perceptions, attitudes and behavior of teachers and pupils.

2. Initiating program improvement activities

a. Free communicative channels facilitate new developments and interchange of ideas and practices provided by the planning and coordinating groups.

In the case of Pakistan, efforts have been made to overcome weaknesses and improve the curricular program. But, unfortunately, the initiating group has usually been some government body or government authority. Since the British time, need for reform has been felt for developing

48Ibid., pp. 128-30.
the curriculum, and various commissions and committees have been appointed to make appraisals and give suggestions. The only channel for communicating such problems have been the official bodies. Government is the final authority for capitalizing any program. If the authorities feel satisfied with the proposals and procedures, they approve the program and it is launched. If it is against the policy of the power group, then either it is rejected or amendments are made to suit the government's purpose.

Education is highly centralized. Almost all programs are initiated by government officials; they identify the needs, and finally subordinate groups and individuals are informed about the processes and the procedures. Whether the programs are balanced or not, or whether there are any duplications, is the responsibility of the government officials to judge. This suggests that free communication does not exist.

The writer has worked as a high school principal in a semi-government institution. During her period of service, there was not a single publication of educational material which was sent from the education office to keep

---

49 See pages 119-121.
the school staff abreast of new developments. Only official orders were handed down from the several offices. Teachers were never asked to present their suggestions for improving the program.

Present documents and procedures in the schools of Karachi show some improvement in this respect. Some of the school principals are trying to introduce new programs and involve the staff members in their development. But these documents show no evidence of participation of educational authorities at a higher level. Their involvement is limited to the extent of sending orders and directions.

It has been observed that at times teachers and supervisors are required to attend certain professional meetings and conferences, but the participation of these members is limited to listening to what has already been decided. In schools it is different. The proceedings of staff meetings show that school principals provide regular opportunities to the staff members to participate in these meetings; their suggestions are valued, and they are encouraged by the school principal to participate in the decision-making

---

50 Documents received from the principal of Government Girls' Secondary School, Malir city colony (Karachi, 1965) (see pages 155-161.)
process. School visits are not very common. There is no coordinating government body to initiate and facilitate such an activity. The writer had felt many times the need and urgency of such a program, but could never find a way to accomplish it. It is up to the initiative and interest of the individual school staff to arrange such programs mutually and privately. Quite often, the possibilities of such visits are few because of the limited staff in most of the schools and the non-availability of a proper schedule for these visits.

b.2 Personnel and material resources are readily available for improving program quality.

It is sad to describe the general class room and school conditions (with the exception of a few schools in Pakistan). They present a poor picture in terms of material resources. Most of them do not have adequate equipment, or buildings; they have very few library books, and no audio-visual materials. A large number of students have no chairs to sit on. The allocation of sufficient funds for proper educational buildings and equipment has been a problem. The central government and the board of
education have the responsibility for providing these requirements. Communities do not participate in these matters; taxes are not levied to raise bond issues to construct proper school buildings or equip schools with fine workshops and laboratories. Therefore, children have to wait to use facilities until the government allocates more funds for such activities.

Documents received from Karachi show that the pilot schools, which have been sponsored by the Education Extension Centers, are aimed at providing an improved type of instruction. The Karachi Provincial Government has sanctioned special funds for the construction of buildings, workshops and laboratories. But actual reports received from these pilot schools indicate that some of them are still suffering from inadequate buildings and equipment. They have introduced new courses which require laboratories and workshops, yet, in some instances, they are conducting 15 classes in 9 rooms. When this is the situation, a good climate for learning does not exist.

---

51 Education Extension Centre West Pakistan, Pilot Schools in Action in West Pakistan, op. cit., p. 48.
c.2 Regular appraisals help in identifying the needs of pupils and teachers and provide a set of priorities for utilizing resources to initiate improvement activities.

The process of evaluating effective learning and teaching is only a vague idea in the institutions of Pakistan. The principals, supervisors and other administrators have never initiated regular appraisals of the program with the intention of identifying the needs of pupils and teachers.

Personnel, material and teaching resources are already limited, and in the absence of regular appraisal programs, the teaching and supervisory staffs do not have a set of priorities for utilizing the available resources to initiate improvement activities. Not even the commission has recognized such a need.52

3. Administration of the curriculum improvement program

a.3 A single administrative department regulates the curriculum improvement program.

The administrative organization of education in Pakistan is hierarchical. Central government coordinates educational

policies on a national basis, while the provincial governments discharge their educational responsibilities through the various directorates of their departments of education. These two offices are mainly responsible for activities connected with school accreditation, examinations, syllabi and textbooks. Although, in general matters these two policy-making bodies are responsible for services related to curriculum and teaching, their specific duties and responsibilities have not been clearly defined. In some instances, universities conduct the secondary, final examinations.

This has resulted in problems of duplication and overlapping of responsibilities. The experience of the writer indicates that confusions arise on many occasions for the school staff. At one time schools are supposed to follow orders from the Board of Education; at another time, orders come from the directorate. This creates confusion and delays activities.

There is no single administrative department which regulates curriculum improvement programs. Actually, a multiple organization of public education exists, namely the department of education, the board of education, and the regional universities.
b.3 Trained leadership provides conditions and guidance which foster the continued professional development of all staff members.

It has been felt all along that administrators have failed to provide needed leadership for the improvement of educational programs. Those responsible for the organization and conduct of improvement programs have never been introduced to the skills, attitudes and understanding of leadership, and they never practiced democratic administration. Preparation programs and professional leadership positions have not been considered necessary.

Under such circumstances, one cannot expect to have administrators with insight and other qualities of leadership necessary for curriculum improvement. This is one of the reasons for the slow progress of good education in the country.

4. Organization for curriculum planning

a.4 Effective organization avoids duplication and facilitates coordination, clear communication, objectivity, team-work and evaluative feedback.

At the administrative level, the multiple organization presents problems of duplication of responsibility. A
large group of directors, inspectors and inspectresses exercise their authority in decision-making. Frequently school staffs are unable to avoid duplication of work, since they have to follow orders from the directorate and from the board of education offices at the same time.

Communication is clear in the sense that the subordinates must follow orders from the top. This top-down policy, however, has failed to promote interest and initiative even among the most enthusiastic teachers and principals.

As far as the internal organization of the local school program is concerned, it is encouraging to note that some initiative exists within the local schools. Documents received from Karachi show that school principals and teachers are trying to organize programs in an effective way. Staff meetings, team-work and cooperative efforts in program planning give evidence of evaluative feedback.53

As a matter of fact, working in groups and committees is not a very well known procedure in the institutions of Pakistan. If the administration takes active steps to

53 Education Extension Centre, Pilot Schools in Action in West Pakistan, op. cit., pp. 45-52.
introduce such an organizational pattern, chances are progress in curriculum development will be much faster. Action groups will emerge and there will be greater opportunities for teachers to use their professional skills.

b. Organization is such that important decisions are made 'close' to those who are responsible for implementing them.

As stated earlier, the administrative organization does not facilitate participation of those who are affected by such an organization or who are responsible for implementing the actions and decisions. Teachers and pupils come under this category. They are generally not involved in decision-making processes. As a consequence, they lose self-reliance and develop a negative attitude.

Now some of the schools in Karachi show that pupil participation is being encouraged and teachers are invited to express their suggestions.5a

5. Participation in curriculum planning

a. Leadership encourages and involves individuals and groups including teachers, pupils, and lay citizens in curriculum planning and development.

5a Reports of the Staff Meetings received from the Principal of Government Girls' Secondary School, Malir City Colony (Karachi, 1965), pp. 155-161.
Authoritative leadership has been a pattern in Pakistani educational institutions. Leadership rests with government officials with power concentrated in the hands of directors. The commission gave recognition to professional ethics, and recommended special awards for good teaching. It has not given enough recognition to the exercise of leadership qualities. Those principals and teachers who possess leadership qualities should be included in curriculum planning programs. Documents received from Karachi disclose that curriculum improvement programs are not exploring new avenues of encouraging leadership from many new directions. Neither is there enough emphasis on the role of teachers who should occupy a key position in any program of curriculum improvement. The concept of group processes and group work which stresses movements, change, action, development and behavior has not been given careful attention.

Community participation, including parents and students in curriculum planning, is a forgotten phase in Pakistani education. Before partition community participation for curriculum improvement had never been encouraged at all.
The commission touched upon the necessity of good community relations to the extent of encouraging parent and student participation in such school activities as parent-teachers associations and school ceremonies. Their participation in program planning and program development was not mentioned. Karachi schools are beginning to organize parent-teachers associations. Perhaps in a few years when the concept of cooperative curriculum planning is clearer, community participation will receive more recognition than it does now.

As far as pupil participation in curriculum improvement programs is concerned, there is an awakened interest among teachers and school principals to involve students in daily activities of the school. The commission recommended that students should be given responsibilities for the running of games, tournaments, and annual functions. Pupil participation in curriculum planning, however, was not recommended.

b.5 Cooperative involvement of others is based on a clear conception of various "levels of responsibility" for total understanding.

The task of curriculum development and improvement

---

requires cooperative involvement of many personnel. If levels of responsibility are not clear in the minds of those who are involved in the task, confusion arises.

The pattern of formal organization in Pakistan shows that duties are assigned in a hierarchical order at the administrative level; therefore, orders are executed as they are sent. The pattern is too rigid to allow any kind of productive activity in curriculum development.

Greater initiative and creativity on the part of the subordinates can be acquired only if there is more flexibility and adaptability in the organizational pattern.

6. Procedures and techniques used in curriculum improvement

a.6 Instructional improvement provides activities for developing skills, facilitating professional growth of staff, and coordinating educational activities.

To organize a variety of activities which ensure participation of all is not an easy task. Not all individuals are competent enough to handle program improvement responsibilities at the same level. For Pakistani teachers the best way to handle this aspect would be to emphasize more and more committee and group work. This would give
individuals a chance to participate. Each one could have a specific assignment and would be contributing to the group. Such arrangements can facilitate study, discussion, experimentation, and evaluation. The whole group would be attacking the same problem through its component parts.

Pakistani educators and administrators should realize that though the curriculum has been designed according to the values, ideals, objectives and requirements of the country, yet it must grow continuously if it is going to serve the needs of the pupils in these changing times. Curriculum improvement depends on how well the administrative staff increases the professional potential of the teaching staff and recognizes their growth and accomplishments.

Procedures of staff meetings received from the Karachi school principals show that principals are encouraging initiative and delegating responsibility in a well-defined manner. These activities are limited to individual schools; they are not directed toward general curriculum improvement. The only way to actually participate at this level would be to make the organization more flexible.

56 See pages 144-151.
so that the skills, competencies and maturity of each individual could be utilized by engaging them in a curriculum development task of planning, organizing and evaluating.

It was a general practice in Pakistani institutions to teach each subject as a separate entity. Programs did not show any interrelationship of studies. Curriculum-building activities needed some coordination, so the commission began to emphasize the grouping of those subject areas which had a definite relationship to each other.

Now the plan of studies shows this change in its subject groups. Other strands, such as co-curricular activities, manual work, and military training have been coordinated to build a unified program to achieve the educational objectives. The schools of Karachi show evidence of such procedures and techniques.

b.6 Action research procedures are used throughout the total curriculum improvement process.

It has been a cultural tradition in the history of Indo-Pakistan, that teachers of all descriptions have always been respected for their knowledge. Their teachings

---

have been accepted as profound truth and pupils have never dared to question their knowledge and competence. This tradition still rules to some degree, and is the main reason that it has never occurred to teachers to study their own practices. In teacher-training programs the effectiveness of a student-teacher is appraised by the examiner and not by the student himself. Since a new program of educational improvement has been launched, this would be the most appropriate time to introduce projects and experiments such as 'action research.' Teachers and administrators can judge for themselves their own practices and behavior, and consequently improve the instructional program. The results of such programs can be disseminated to other professional people to make them interested in undertaking such projects.

7. Evaluation of curriculum improvement programs

Continuous evaluation is an integral part of the program.

The term 'evaluation' has never been used in its real sense in educational programs of Pakistan. The

commission itself has recognized this fact. Before the commission's report, evaluation programs were designed to measure the intellectual attainment of students. The only procedure used for this purpose was the written examinations at the end of every term. The results of these examinations were not used for any diagnostic purposes and the evaluation instruments were not valid. It has never been considered either a continuous process or an integral part of the curriculum improvement program.

The commission has given some weight to the evaluation program by suggesting that evaluation of pupil development should be made an integral part of the educational system. It has not spelled out the meaning of evaluation, the function of evaluation in improving instruction, and the criteria for a program of evaluation.

In the section concerning professional preparation of teachers, it states that teachers must have a knowledge of methods and procedures of educational measurement. This is not enough. To initiate curriculum improvement is not just studying the methods and procedures. It is a far more complex task.

Documents received from Karachi do not indicate
that a comprehensive evaluation program is underway. Reports do indicate that teachers are keeping a record of tests, examinations, habits, and attitudes of the students, but it is questionable if these change the competence and behavior of teachers who are solely responsible for improved classroom instructions. Documents do not show any attempt to have a well-conceived and competently designed evaluation of a specific program. Teachers can be encouraged to evaluate their own work in such activities as workshop programs, committees, and preparation of resource material; the effectiveness can be judged by using their own criteria. Evaluation of instructional programs can be done by collecting valid data. Systematic testing and inventory programs can help in modifying the programs. The need is to stimulate the staff.

It should be remembered that one technique does not measure all aspects of program. If the goal is to improve a pupils' classroom behavior, then evaluation techniques should stress only that, rather than measuring the academic achievement of students. The commission recommends an evaluation of pupils' intellectual, moral, social, and physical development by keeping a record of habits,
behavior, and test results. This is not a comprehensive evaluation. In order to measure academic achievement of pupils, it is very important to appraise behavioral changes of staff, effectiveness of program activities, and the validity of devices used for this measurement. Copying down only the test results and opinions will not give a true picture of a pupil's total development. The need is to see evaluation in its totality as an integral part of program improvement.

C. Summary

McNally and Passow's categories and a revised form of their criteria synthesized and modified by the writer served as a basis for making critical analyses of educational programs in secondary schools of the United States and Pakistan. Karachi was used as a prototype region. Curriculum development and improvement has undergone many changes both in the United States and in Pakistan.

The programs were critically analyzed in the light of McNally and Passow's criteria. Many analyses are based on the writer's own judgement, experience, and observations.

A critical analysis of educational pattern of the United States is based on the study of the literature, critics' evaluation, and the writer's own experiences.

Pre-independence education in Pakistan was critically analyzed by means of a thorough study of literature on the history of education in that country. Post-independence educational patterns and practices adopted after the introduction of the commission's report were also carefully analyzed. Many of the analyses are based on the writer's own experience as a student, teacher, and administrator. Evidences of actual practices were received from the educational institutions of Karachi, secondary education offices, reports of the five-year plans, and the commission's report.

A three point scale has been devised by the writer to show an over-all analysis of curriculum improvement programs in Pakistan and in the prototype region of Karachi. The three points indicate the degree to which program improvement has taken place, during 1961-65, in the schools of Karachi, Pakistan, in the light of modified criteria.

This chart gives the reader an over-view of the total curriculum improvement program, as shown by an
analysis of the data in preceding chapters. This analysis represents a "reality check" for synthesizing and integrating concepts found in the modified criteria.

**CHART 4**

A THREE POINT SCALE SHOWING CURRICULUM IMPROVEMENT IN KARACHI AND PAKISTAN IN LIGHT OF MODIFIED CRITERIA

<table>
<thead>
<tr>
<th>Modified Criteria</th>
<th>In Karachi</th>
<th>In Pakistan</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Scope and objectives of the program</td>
<td></td>
<td></td>
</tr>
<tr>
<td>a.1 A comprehensive program takes into consideration perceptions, attitudes and skills of the teachers and pupils, as well as gives common direction for improving the curriculum, based on a diagnosis of educational needs.</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>b.1 Objectives of the total program are translated into behavioral goals which clearly indicate changed perceptions, attitudes and behaviors.</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>


Degree to which the curriculum improvement program is currently meeting the criteria.
CHART 4 - Cont'd.

<table>
<thead>
<tr>
<th>Modified Criteria</th>
<th>Curriculum Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Initiating program improvement activities</td>
<td></td>
</tr>
<tr>
<td>a.2 Open communicative channels facilitate new developments, interchange of ideas and practices provided by the planning and co-ordinating groups.</td>
<td>1</td>
</tr>
<tr>
<td>b.2 Personnel and material resources are readily available for improving program quality.</td>
<td>2</td>
</tr>
<tr>
<td>c.2 Regular appraisals help in identifying the needs of pupils and teachers and provide a set of priorities for utilizing resources to initiate improvement activities.</td>
<td>2</td>
</tr>
<tr>
<td>3. Administration of the curriculum improvement program</td>
<td></td>
</tr>
<tr>
<td>a.3 A single administrative department regulates the curriculum improvement program.</td>
<td>1</td>
</tr>
<tr>
<td>b.3 Trained leadership provides conditions and guidance which foster the continued professional development of all staff members.</td>
<td>2</td>
</tr>
</tbody>
</table>
CHART 4 - Cont'd.

<table>
<thead>
<tr>
<th>Modified Criteria</th>
<th>Curriculum Improvements</th>
<th>In Karachi</th>
<th>In Pakistan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>4. Organization for curriculum planning</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a.4 Effective organization avoids duplication and facilitates coordination, clear communication, objectivity, team work and evaluation feedback.</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>b.4 Organization is such that important decisions are made 'close' to those who are responsible for implementing them.</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>5. Participation in curriculum planning</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a.5 The leadership encourages and involves individuals and groups including teachers, pupils and lay citizens in curriculum planning and development.</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>b.5 Co-operative involvement of others is based on a clear conception of various &quot;levels of responsibility&quot; for the total undertaking.</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>
### CHART 4 - Cont’d

<table>
<thead>
<tr>
<th>Modified Criteria</th>
<th>Curriculum Improvements</th>
<th>In Karachi</th>
<th>In Pakistan</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. Procedures and techniques used in curriculum improvements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a.6 Instructional improvement provides activities for developing skills, facilitating professional growth of staff and coordinating educational activities.</td>
<td></td>
<td>l</td>
<td>l</td>
</tr>
<tr>
<td>b.6 Action research procedures are used throughout the total curriculum improvement process.</td>
<td></td>
<td>l</td>
<td>l</td>
</tr>
<tr>
<td>7. Evaluation of curriculum improvement program</td>
<td>Continuous evaluation is an integral part of the program.</td>
<td></td>
<td>l</td>
</tr>
</tbody>
</table>
CHAPTER VI

SUMMARY, CONCLUSIONS, AND GUIDELINES

Summary

The educational system of Pakistan has suffered from many weaknesses. People in leadership positions recognized the need for reform in the country's educational system. The Commission on National Education came out with its report and a set of recommendations to improve the chaotic situation. Efforts were made to remove the roadblocks, yet improved programs still show some basic weaknesses and loopholes. In view of this fact, the need was apparent for a study to enable those who are related to the educational development program and in policy-making situations to get a sense of direction for future planning. With this purpose in mind, the writer undertook the present study to formulate guidelines for secondary school curriculum development in Pakistan. This study suggests a plan of attack.

The study starts with a review of the past in the
sub-continent of India before the advent of Britishers. The pattern of old syllabi during this period was traced in order to give the background of the problem. It was found that people were satisfied with the pattern of education which they had evolved.

How the Britishers established a new western system of education was analyzed. The aims and objectives of this system were critically evaluated, and it was established that the British education system failed to fulfil needs of the people and left the country in a state of fluidity.

The birth of an independent Pakistan highlighted the inadequacies of the educational program. Post-independence development of secondary education was traded and efforts to reorganize and revolutionize the educational system of the country were reflected by reports of a number of conferences and commissions. It was concluded that in most cases recommendations made by the examining agencies were not implemented and secondary education remained static.

The Report of the Commission on National Education which brought a revolution in the thinking and acts of the people was then evaluated.
The next important item was a study and summarization of professional literature to give a picture of secondary education in the United States. The activities and actions of different committees and commissions were discussed, and the results of their investigations reported. The actions of these committees brought a tremendous change in the structure of the secondary school program. Implementation programs which suffered from many drawbacks were also analyzed.

It was found that these several committees and commissions within the United States and Pakistan, did not deal specifically with all the categories of curriculum development as stated by McNally and Passow (see Chapter V). This resulted in piece-meal and unbalanced programs.

To assess the current educational practices in Pakistan, the Karachi region was taken as a prototype. Documents, office orders, notifications, procedures of the staff meetings and new schemes of curriculum development programs were discussed and analyzed to see whether the implementation programs were directed towards the desired goals, what areas they have fallen short or achieved progress.
Finally, a critical analysis of the development of secondary education in the United States and in Karachi-Pakistan was made, using McNally and Passow's criteria as a basis for critical evaluation. Conclusions and guidelines are formulated from the critical analysis and evaluation of the total situation.

Conclusions

Some important conclusions have been drawn and some specific recommendations and guidelines will suggest next steps and actions for future development of the secondary school curriculum in Pakistan.

1. Education during the Muslim period had religious sanction behind it. Mosques, Khankahs, Maktabs and Madressahs were the centers of learning. The aim was to produce a gentleman who could conduct himself with dignity. Education was not controlled by local, state, or federal governments. It was patronized by rulers, nobles, and the rich. Thus, it did not have an organized pattern based on specific aims and objectives, methodology and evaluation techniques.

2. The British education system was based on Western ideologies. It was well organized with a definite purpose.
Unfortunately in the case of undivided India, it was aimed at training a segment of society to the requirements of the government. The institutes of higher learning were given priority to achieve the commercial and political gains, thus neglecting and weakening the fundamental levels of the educational system. The neglect of technical and vocational education resulted in the misuse and wastage of human potential. The bureaucratic character of the administration developed authoritative and autocratic attitudes among the Indian administrators and officials.

3. After getting independence, the educational scene did not change very much, although several committees and commissions studied the educational program. Constructive measures could not be implemented, nor were empirical studies conducted to improve the situation.

4. The Commission on National Education showed a new path by introducing and recommending a new system of education divorced from the attitudes of lethargy, opportunism, suspicion, indifference, and passivity. While there is no doubt that the report provided a break with traditionalism and brought education close to life needs, yet it suffered from some basic weaknesses, such as stratification of
students into various categories, rigid administrative authority and control, absence of democratic leadership, lack of reforms from the top down, and a highly centralized structure for curriculum construction and development.

5. Secondary education in the United States has passed through many critical and revolutionary eras. National committees, commissions and influential educators were the main contributors in bringing about uniformity and discipline in the diverse programs of secondary schools. Their recommendations and suggestions brought a significant change in the content and organization of secondary school curricula. In spite of all these efforts, changes were not based on recognized principles and were largely unaided by significant appraisals. Controversies and criticisms were theoretical rather than practical, and there was no clear-cut way to implement the program.

Today's schools are experiencing a new wave of change in the concept of curriculum and a shift in the responsibility for curriculum development. Emphasis on educational theory and research, the contribution of behavioral sciences, and recognized importance of group processes all are affecting school programs. Experimentations are being used to improve the activities of the school.
6. Official documents received from the schools and education departments of Karachi show the extent to which changes are being made in accordance with the commission's recommendations. The proceedings indicate that some areas have received more attention than others. Changes are initiated at the policy-making level, and the members of the local staff have little opportunity to participate in such matters. The board has not taken any steps to abolish English as the medium of instruction, although the commission stressed the use of national languages as the only media of instruction. Also, the documents do not indicate that the boards provided enough leadership for curriculum improvement programs.

7. The office of the Inspectress of Schools has organized in-service education courses for teachers. Neither the training colleges nor other institutions except the Education Extension Centres, which have recently been established, have shown initiative in this respect as was recommended by the commission. The in-service education programs are limited to few teachers at a time, and rigid screening is applied.

8. The commission had suggested the introduction of
pilot programs as models. The implementation of this scheme is in full swing. Some selected schools are working as pilot schools in Karachi and throughout Pakistan. Although they have been sanctioned special grants, they are facing problems of inadequate buildings, materials, and personnel.

9. As recommended by the commission, the Education Extension Centres, established during 1963-64, are organizing in-service education programs. Nothing has been reported by these centres in the way of providing facilities for experimental and research program or for improving teaching learning and teacher behavior.

10. The staff proceedings received from the pilot schools of Karachi show that principals and teachers are working with a new zeal and enthusiasm to improve school practices in accordance with the commission's recommendations. Many new changes have been made in the activity program. Student participation is being emphasized. In spite of all this, it seems that changes are not based on scientific methods and are not being evaluated properly; there is no evidence that the objectives are being clarified; information gathered about changes; ways sought to summarize and
interpret findings; or the information used to improve curriculum, teaching and learning.

11. The review of curriculum development programs in Pakistan, the United States, and Karachi shows that the committees and commissions did not consider all dimensions of curriculum development, as suggested by McNally and Passow (see Chapter V). Consideration of these dimensions or criteria by the committees and commissions could have solved several problems for curriculum planners which still exist in today's schools.

In short, the above conclusions suggest that the presumptions stated in Chapter I have not been thoroughly recognized while recommending changes in the educational system of Pakistan.

Guidelines

The following are some specific recommendations which may serve as guidelines to educators, teachers, and administrators for future development and improvement of secondary school curricula in Pakistan.

1. A theoretical and operational framework should be designed which would be based on such significant factors
as the nature of society, growth and developmental patterns of individuals, youth experiences, needs and activities in and out of the classroom, process of learning, and nature of knowledge.

Several planning boards, conferences, and the Commission on National Education worked vigorously to improve the educational system of Pakistan. They could not come up with an adequate comprehensive theoretical design which might have proved to be a sound basis for the future development of educational programs in the country. For example, the first educational conference of 1947 demanded a drastic reorientation of the educational system to suit the changed conditions of individual and the society. It did not take into consideration a definite design or conceptual framework. Likewise, the Five-Year plans and even the report of the Commission on National Education, which is the most significant and most recent survey of the educational program, did not indicate any necessity for such a basic theoretical framework.

Since the curriculum committee has already developed a curriculum and syllabi without giving proper attention to such a design, it is recommended that in order to
operationalize this guideline, special seminars, in-service programs and meetings should be arranged at local, regional and national levels to familiarize teachers, principals, and administrators with the major forces involved in the task of curriculum development. This will help to improve the over-all program of teaching and learning, and will no doubt initiate a program of curriculum modification.

2. To evolve an integrated society with equal opportunities, one common school system with diversified programs for all children should be established.

The First Five-Year Educational Development Plan, 1955-60, strongly proposed a comprehensive school system having the vocational and academic subjects in an integrated scheme, as has been suggested by Mr. Conant for the educational institutions of the United States. In 1960 the Commission on National Education recommended the establishment of model residential and vocational schools separately, which means channeling the students and creating social class distinction, which is opposed to the concept of equality of opportunity.

At this stage it may not seem possible to integrate
technical, residential and other vocational institutions to form one common school. It is highly recommended that in the future instead of establishing new model, residential and technical schools separately, the educational authorities in Pakistan must divert their efforts to open only one common school system with an integrated scheme of studies. This would be more democratic and practical.

3. The educational authorities in Pakistan must immediately make provision to introduce Urdu in East Pakistan and Bengali in West Pakistan as a second language. This will help in welding people into a homogeneous unit, since language is a part of the concept of nationhood, enabling people to think, feel, and act as a unified group.

Steps should be taken to introduce Urdu and Bengali in the educational institutions of East and West Pakistan from grades 7 to 12.

Teachers, students and parents should be emotionally prepared by the educational authorities and interested citizens to accept these languages. This can be done by arranging discussions, speeches, films, and welfare missions from one part of the country to the other, emphasizing national unity and pride.
4. The board of education and other central offices should involve principals and teachers in planning and coordinating educational activities, rather than just sending orders and directions.

None of the documents received from the educational authorities of Karachi indicate that teachers and principals are encouraged to work at policy-making levels to improve the instructional programs. They carry out pre-planned programs, which is not enough to infuse a real desire to work. Even the commission is not very enthusiastic regarding the participation of teachers at all levels.

Such an involvement should be achieved by organizing curriculum coordinating committees, instructional councils, and steering committees.

The selection of such committee members would require careful consideration. Responsibilities may be assigned in terms of tasks to be accomplished. Since the membership of a committee is also an important factor, the members may be either appointed, elected, or chosen from volunteers on the basis of individual capabilities.

Provision for time is also necessary. Released time should be provided by reducing the teaching load and paying
extra compensation for the additional work for the required time.

Such involvement will encourage teachers and principals to contribute maximally towards improving the instructional program.

5. **Educational authorities in Pakistan should conduct research training seminars to improve teachers' behavior; as a consequence the instructional programs would be improved.**

Much has been said by the commission regarding the training and professional competencies of the teaching staff. However, nothing has been mentioned by the commission or by planning boards on the need to improve teachers' behavior and perceptions, which have been recognized as important factors in teaching and learning.

In the United States experimental programs for the exploration and improvement of teacher behavior are being conducted. Techniques and processes like "inter-action analysis" and "action research" are helping teachers and administrators to know their own accomplishments.

One way of achieving this goal would be to prepare self-evaluating devices. By this method teachers would
be able to evaluate their own procedures of teaching at different times and could grade themselves.

Another effective way for teachers to find out imbalances in their perceptions and behavior would be feedback of pupils' opinion about the behavior of their teachers.

If teachers examine the efforts of other teachers in situations similar to ones believed to exist in their own classes, they will adopt new ideas to improve their teaching practices.

6. **Supervision should be used as a function for improving the instructional program.** It should be aimed at helping teachers build their self-concept and improve teaching and learning.

The educational institutions of Pakistan are still suffering from strict and vigilant control by the supervisory staff, the inspectorate, and the directorate of education. Supervision is not aimed at helping teachers to improve teaching-learning. The commission has not been very liberal in this respect either. It stressed strict and vigilant control and supervised visits to the schools by the inspectorate staff.

Now is the time when supervisors should start
participating with groups, committees, and teaching staff in instructional planning sessions and work on basic curriculum policies. They should also help in coordinating the work of various curriculum councils and committees.

Publication of curriculum bulletins and guides should also be assumed as one of the responsibilities of the supervisory staff. Periodic evaluation of all such activities along with the personal involvement of the supervisory staff with teachers and principals, will result in more effective teaching and better teacher morale.

7. Parents and other members of the community should be welcomed to participate in curriculum development in an advisory capacity.

Lay participation by parents and citizens is absent from Pakistani education. School authorities have never considered inviting specially qualified lay groups in a consultant or advisory capacity to help in curriculum improvement programs. The parents and community members are invited by the schools only when there is some activity program such as prize distribution day or graduation day. This does not give parents and other lay persons an opportunity to contribute to the educational development program.
They can establish advisory councils as is done in some schools of the United States and also they can help in creating better school community relations by conducting various surveys of different segments of the community.

8. **Supervisors and guidance specialists should help teachers to design a well-conceived evaluation program.**

Systematic testing and inventory programs with the use of reliable and valid instruments should be conducted.

In the schools of Pakistan teaching is usually evaluated by the inspectorate staff who visit schools once a year and make judgments regarding competencies of the teaching staff.

It is highly recommended that instead of supervisory reports from the education department, the inspectorate staff should employ direct supervisory processes like post-meetings with the teaching staff. Reaction sheets can also be used to discuss problems related to teaching and learning. Supervisory staff members and guidance specialists can also arrange discussions and staff opinion surveys to help teachers improve the instructional program. Evaluation of teaching should be much more constructive and helpful.

Evaluation of instructional program in the schools
is largely based on monthly test results. The commission has suggested that a systematic record of pupils' activities should be kept.

Documents received from the schools of Karachi show that although a record of student activities is being maintained, evaluation is not as comprehensive as it should be.

In the elementary school years, records on pupils' changing behavior should be maintained. Pupil progress should be reported by written records.

Parent-teacher conferences should be used as a means of pursuing the goals of pupil achievement, growth, and changed behavior.

The ultimate aim should be to improve the curriculum to assure high quality experiences for the pupil.

9. Curriculum planners should take into consideration all the dimensions of program improvement, such as those indicated by McNally and Passow. Only then can they evolve a balanced curriculum program and form a sound basis for further educational development.

Dealing with few concepts and leaving others as the
commission has done will not bring any profound change in the curriculum.

The writer concludes this study with a firm belief that all problems have solutions. Activities and actions cannot be altered overnight. The best way to accomplish improvement is to rearrange the forces at work and make best use of the available human and material resources.


Faculty of the University School. The Philosophy and Purposes of the University School. The Ohio State University, Columbus, Ohio, 1948.


Articles and Reports


Haring, R. J. *The Role of the Superintendent in the Inter-
relationship of School and Community.* A Report of
a project sponsored by The Pennsylvania Association
of District Superintendents and the cooperative
program in Educational Administration in the Middle
Atlantic Region, Columbia University, 1953.


Huq, M. S. "Pakistan Education: Plagued with Problems of
Quantity and Quality," *Phi Delta Kappan*, Vol. 39
(December, 1957).


Michael, L. S. "New Directions to Quality Education in
(January, 1961).


Owen, William B. "Report of the Commission on the Reorganiza-


"The First Work of These Times...," A Description and Analysis of the Elementary and Secondary Education Act of 1965, American Education (April, 1965).

Unpublished Material


Riccio, A. C. "The Interpersonal Relationship of the School Counselor." Presented at the NDEA Academic Year Institute. The Ohio State University, Columbus, Ohio, October 16, 1961.

Pakistan Publications


No: ISE/S-1-4785/64. Dated August 1, 1964.


No: ISE/S-1-5996/64. Dated September 7, 1964.

No: ISE/S-1-6972/64. Dated September 25, 1964.

No: ISE/S-1-8342/64. Dated December 10, 1964.


No: IGS/111/8137-8236/64. Dated November 23, 1964.

No: IGS/111/8037-8136/64. Dated November 23, 1964.


UNESCO Publications


1950.
1951.
1952.
1954.
1956.
1959.
1962.