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REPORTS
OF THE
Committees appointed by the Central
Advisory Board of Education
in India.

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REPORT OF THE FIRST COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION APPOINTED TO CONSIDER THE WARDHA EDUCATION SCHEME

1. *Genesis of the Wardha Scheme.*—The system of India has of recent years been condemned on the ground that it failed to adjust itself to changed conditions and is “unimaginative and unimaginative”. In 1937 Gandhiji initiated in a discussion of the Indian educational problem and offered many suggestions the main principles of which were:—

(a) The course of primary education should be extended at least to seven years and should include the general knowledge gained up to the matriculation standard less English and *plus* a substantial vocation.

(b) For the all-round development of boys and girls all training should so far as possible be given through a profit-yielding vocation.

(c) This primary education, besides training the mind, should equip boys and girls to earn their bread by the State guaranteeing employment in the vocations learnt and by buying from the schools their manufactures at prices fixed by the State.

(d) Such education taken as a whole can and must be self-supporting.

(e) Higher education should be left to private enterprise and the State universities should be purely examining bodies.

2. An All-India National Education Conference, which was convened at Wardha in October 1937 under the presidentship of Gandhiji to consider his proposed scheme of self-supporting education, passed, the following resolutions:—

(a) that free and compulsory education be provided for seven years on a nation-wide scale;

(b) that the medium of instruction be the mother-tongue;

(c) that the Conference endorses the proposal made by Gandhiji that the process of education throughout this period should centre round some form of manual and productive work and that all the other abilities to be developed or training to be given should, as far as possible, be integrally related to the central handicraft chosen with due regard to the environment of the child;

(d) that the Conference expects that this system of education will be gradually able to cover the remuneration of the teachers.

The age of entry to school should be 7 years and the standard attained at the end of 7 years schooling should approximate to the Matriculation (less English).

3. The All-India National Education Conference then appointed a Committee under the Chairmanship of Dr. Zakir Husain, Principal of the Jamia Millia Islamia, Delhi, to formulate a scheme of basic education on the lines suggested by its resolutions. This Committee worked out in detail the implication of those resolutions and its report is the authoritative Wardha Scheme of Education.

4. That Report (called for purposes of reference, the Zakir Husain Report) was in the hands of each member of the Central Advisory Board of Education Sub-Committee. Before the discussion either on the principles on which the Wardha scheme is based or on its details, Dr. Zakir Husain, whose presence at the meetings was of the utmost value, pointed out that many of the criticisms

to which the Wardha Scheme had been subjected, arose from either a misconception of the fundamental ideas on which the scheme rests or from statements extracted from their context which give a false or distorted impression.

5. Dr. Zakir Husain felt that the discussion would be less discursive if he first pointed out what the Wardha Scheme was not. The removal of misunderstandings and the correction of false impressions would enable the members of the Committee to confine their remarks to the real and not to some hypothetical scheme and so avoid irrelevancy.

6. Dr. Zakir Husain mentioned that criticism was directed mainly against the idea that the scheme was conceived wholly with the set purpose of making education self-supporting by the sale of articles made by the pupils. It appeared to be a scheme of production with conscript child labour. This impression was entirely wrong. The scheme was one of education, not production. The educative value of craft-work and activity was throughout emphasised and the economic question was quite subsidiary. Education in Wardha schools would be carried on through real life situations arising from the physical and social environment of the child and the craft activity. Education through activity is now considered by all teachers as "the most effective approach to the problem of providing an integral all-sided education".

7. The Zakir Husain report defines the aim of the Wardha Scheme not as "the production of craftsmen able to practise some craft mechanically but rather the exploitation for educative purposes of the resources implicit in craft work", and sounds a warning of the obvious danger of stressing the economic aspect to the sacrifice of the cultural and educational objectives. The Wardha scheme rejects any mechanical labour in schools *merely* for production and states as a necessary condition of education that "the craft or productive work chosen should be rich in educative possibilities. It should find natural points of correlation with important human activities and interests". This view is identical with that expressed in paragraphs 10—17 and 24-25 of the Wood-Abbott Report and is in complete accord with modern educational thought. The Wardha Scheme deals only with compulsory primary education and does not imply any stoppage of grants to existing schools or colleges.

8. Hence all criticism, directly or indirectly implying that child labour is to be exploited for economic purposes, so that the schools can be wholly or even partially self-supporting is irrelevant. Critics therefore who believe that the schools will be industrial or vocational in the narrow sense and that the system is intended to force young children into prescribed vocations have not appreciated the real significance of the Wardha Scheme.

9. Dr. Zakir Husain deprecated uninformed criticism of the Scheme as a result of statements made by enthusiastic but misguided protagonists. He denied that the scheme would remove unemployment; indeed the question of unemployment was not even mentioned in his report, though he felt that the pupils of the Wardha schools would be better "employable" material than the pupils of existing schools because the scheme was designed to produce "workers who will look upon all kinds of useful work as honourable and who will be both able and willing to stand on their own feet". He also denied that the Scheme stated or even implied either that the Government would provide employment at the end of the course or that all existing schools were to be transformed immediately into Wardha schools.

10. Dr. Zakir Husain next answered the criticism which had arisen in one form or other mainly from Muslim sources that the proposed Wardha schools neglected religious education, and were entirely secular in outlook. He admitted

that the scheme prescribed no syllabus in religious education as the difficulties were obvious, but one of its foundations was a respect for all religions. The Wardha scheme neither made nor implied any alteration in the present position by which any community at its own expense is permitted to give religious teaching in Government or Local Body schools to the pupils of that community out of school hours. Dr. Zakir Husain stated that no community need have the least apprehensions that the Wardha Scheme was intended to discourage any form of religion or religious observance.

11. Misunderstanding also existed in regard to co-education. The Wardha Scheme does not make co-education compulsory to any age, and can be adopted in either boys or girls or co-educational schools. Indeed it expresses no opinion whatever whether or not co-education is desirable. The option given to parents in the Wardha Scheme to withdraw their girls from school after the completion of the twelfth year does not imply that boys and girls should receive co-education up to that age.

12. After illuminating the educational and sociological bases on which the Wardha Scheme rests, Dr. Zakir Husain referred to the charge that under the Wardha scheme universities were to be merely examining bodies and as such would receive no financial aid from Government. Such a charge needs no refutation. His Report expressly excludes any discussion on secondary education for pupils above the age of 14. If the Wardha Scheme is adopted, a system of higher education co-ordinated with the Wardha organisation will have to be worked out.

13. To summarize, the Wardha Scheme—

(a) emphasises education through activity and is not primarily concerned with the production of saleable material;

(b) does not make spinning and weaving the only basic craft, but admits of the inclusion of any craft of equal or higher educative possibilities;

(c) does not imply the ruling out of facilities for religious (denominational) education, where any community desires it; and

(d) does not state or imply that the salary of the teachers must be directly met from the sale of material made in the school.

Dr. Zakir Husain's explanation removed from the minds of some members of the Committee the apprehension aroused by the literature which preceded the formulation of the Wardha Scheme and by some of the phraseology of the Wardha Scheme Report itself and so prepared the ground for a discussion of details.

14. The framers of the Wardha scheme deliberately confined their proposals to village education as the bulk of India's population resides in villages. The scheme is therefore primarily for rural areas. The Committee therefore wish to emphasise that it should first be introduced in rural areas and should not be extended to urban areas without necessary modifications though the principle of education through activity is as true for urban as for rural schools.

15. *Age range for "basic" education.*—The Zakir Husain Committee lays down a seven years course of education from the age of 7 to 14. They however, realise that by fixing 7 as the age for the introduction of compulsory education, they have neglected a very important period of the child's life. In view of financial and other considerations, they did not feel justified in including the education of children below the age of 7 as a part of the compulsory scheme, though they hoped that nursery and infant schools would be started and encouraged by the State.

16. The normal age for admission to school in all advanced countries is 5 or 6. Even in India under the existing system of education children are usually admitted to school about the age of 6. This period of a child's life offers such educative possibilities that the majority of members preferred that the age range for compulsory education should be six years to fourteen years, though children of 5 years of age should not be excluded from school. It was agreed that compulsion could not be made effective merely by passing an Act making compulsion universal. Such a course would be unwise and impracticable, but the difficulties must be faced and effective compulsion extended as rapidly as possible.

17. In provinces where compulsion is in force the age limits are usually 6 to 11. The Committee agree that this higher age limit must be increased to 14. Protagonists of the Wardha Scheme prefer that if for compulsory education, any lesser period than seven years has to be taken, the higher age limits of 14 should remain and whatever period is fixed should be reckoned downward from the age of 14 rather than upward from the age of 6. In other words, compulsion from 9 years to 14 years is preferable to compulsion from 6 years to 11 years. They argue that in the present circumstances education in the early years is of little worth, causes wastage and stagnation and is therefore a waste of money and that the years of adolescence offer greater educative possibilities than the age of childhood. By retaining the higher age limit, civic and social responsibilities, permanent literacy and craft skill and interest can be better developed.

18. The Committee whilst recommending that the age for compulsion should be 6 to 14 were not unaware of the financial and other difficulties, particularly that of the supply of suitable teachers, and feel that the approach to universal compulsory education from 6 to 14 will depend on the financial and other resources of the different provinces. A number of members prefer the compulsory period to begin from the age of 6 and gradually work up to 14.

19. *Stoppages of Education.*—All schools under the Wardha Scheme are basic schools and therefore no difference in nomenclature between "primary" and "secondary" classes or stages is made. Primary and secondary education, however, form two well-defined stages each with its own scope, aims and methods. The clear distinction in aims and methods between these stages must be kept in view. This question is discussed at length in the Hadow Report. The Central Advisory Board of Education at its first meeting held in 1935 recommended a revised school organisation consisting of a primary stage of four years, a lower secondary stage of four years and a higher secondary stage of three years. The writers of the Wood-Abbott Report "whole-heartedly commend the general layout of this proposed reconstruction". Indeed every province makes the distinction between primary and secondary or middle education though the dividing line is at the end of the fourth class in some provinces and at the end of the fifth in others. The Committee, however, felt that it was unnecessary to make any recommendation in this connection as the question would need consideration at greater length when the co-ordination of the final form of the Wardha Scheme with higher education is taken up. It was agreed unanimously that transfer to Anglo-vernacular and other schools should be permitted after the completion of the fifth class or about the age of 11.

20. *Medium of Instruction.*—The Wardha Scheme lays down that the medium of instruction shall be the mother-tongue, that is, the vernacular of the pupils. The Wood-Abbott Report makes the same recommendation and few will be found to disagree. The Committee unanimously approve, though they are aware that in certain provinces a difficulty might arise as more than one vernacular may be spoken. In making this recommendation the Committee wish to emphasise that the term "vernacular" connotes the "literary" language and not a dialect.

21. *Hindustani*.—The object of including Hindustani as a compulsory subject in the school curriculum is, according to the Zakir Husain Committee, to ensure that all the children educated in the "basic" schools may have a reasonable acquaintance with a common "lingua franca". That Committee has accordingly recommended that in Hindustani-speaking areas this language should be the mother-tongue but the students as well as the teachers will be required to learn both the scripts so that they may read books written in Urdu as well as in Hindi, and that in non-Hindustani speaking areas, where the provincial language will be the mother-tongue, the study of Hindustani should be compulsory during the 5th and 6th years of school life but the children will have the choice of learning either one or other script. Thus teachers who have to deal with children of both types must know both the scripts. The Committee recognise the desirability of a common language for India which should be Hindustani with both the Urdu and Hindi scripts, though some members believe that the adoption of one common script, the Roman, would considerably simplify teaching procedure and tend to unity among different communities. There is the danger that undue influence might be brought to force children to read in the script other than that of their choice, especially when the number of such children is small. The Committee desire to emphasise that full option should be given to children to choose the script and that provision should be made for teaching them in that script.

22. *English*.—Discussion on the question whether English should be taught in the "basic" schools revealed considerable difference of opinion. Some members of the Committee feel that English should have no place in these schools which are primarily meant for rural areas. The study of English in such schools is educationally unsound. The time taken in its study is out of all proportion to the advantage gained and tends to prevent the formation of a firm foundation of education.

23. On the other hand, some members of the Committee believe that a good grounding in English is essential for higher studies and so long as English remains the medium of instruction in colleges and retains its importance in all phases of Indian life, the study of English must be started at an age earlier than 14. The Wood-Abbott Report, with its emphasis on teaching through the vernacular, admits that "the study of English, at least as an optional subject, may have to be included in the curriculum of some of the lower secondary schools where there is a public demand for it".

The Committee, however, agree that the demand for English will be met by the possibility of transfer after the 5th class or about the age of 11 to schools where English is taught and that English should not be included in the curriculum of "basic" Wardha Schools.

24. *Craft and Manual Activities*.—The fundamental principle of the Wardha Scheme is education through productive craft activity. Perhaps the word "creative" would be preferred to "productive" by educationalists as the word "productive" may be and has been read to imply that economic production outweighs educative development. We emphasise that the Wardha Scheme stresses the educative value of craft work. That saleable material will be produced in the higher classes of the basic schools is no objection to the scheme. Indeed unless saleable material is produced the educative possibilities have not been satisfactorily exploited. The income from the sale of such material might well be applied to the upkeep of the school.

25. It is unnecessary to discuss the educative principle of learning by doing. All recent literature emphasises this principle and all schools with any pretence to be up-to-date have adopted it. Indeed the education of children through

hard work in its various forms is one of the outstanding features of modern education. The Committee unanimously agree with the principle of educating children through purposeful creative activities which should gradually develop into productive work.

26. To prescribe one basic craft in the lowest classes of a school which children of the age of about 6 may join is educationally unwise. The activities in these classes arise from the child's interests and desires and should not be forced on him by the adult. Any activity which appeals to a child's interest is suitable so long as it "makes a demand on a boy's skill, judgment, sense of observation and power of calculation and combines all or some of these in a constructive effort to achieve an end which he himself wishes to achieve". As, the Wood-Abbott Report says, "it is not so much the thing made or done as the integration required in the making or doing, which is of educational value. Dr. Zakir Husain himself emphasises this point in his appendix to "The Activity School," when he says, "It is not the attainment of skill but the process of acquiring it that is educative". As the child becomes older his interests change. Many of them become less transitory and can be satisfied through one basic craft in which the pupils should reach a high degree of skill. Such crafts as agriculture, weaving, woodwork, metal work provide facilities for educational development, appeal to the growing child's sense of making and doing something, increase his self-respect since the product of his labour has a market value and tend to remove the false idea that manual work is objectionable.

The Committee therefore are of opinion that in the lower classes (to the age of about 10 plus) there should be no single basic craft but that the various forms of activity should serve as a preparation for, and develop into, a productive basic craft in the higher classes.

27. It naturally follows that in all basic schools, indeed in all primary classes, various kinds of material for handwork must be available. Unless sufficient material is provided, the school cannot be a centre of activity.

28. *The Teacher.*—The most important condition for the success of any educational scheme is the teacher. Revised methods may be proposed, new procedure suggested or a different organisation adopted, yet these will be ineffective and fruitless unless the teachers are able to appreciate and understand the theory leading to the changes and are competent to carry them out so that the desired intention may result. As Dr. Zakir Husain writes in his report, "it is essential that these teachers should have an understanding of the new educational and social ideology inspiring the scheme combined with enthusiasm for working it out".

29. The teacher must therefore be competent to teach the standard of the Matriculation in the usual school subjects, must be expert in methods of teaching these subjects through craft activities and must be skilled in the processes and technique of certain basic crafts. Without such teachers the Wardha schools cannot succeed and teachers of the type required are practically non-existent at present. To attempt to introduce the scheme over any wide area would invite failure.

30. The pace at which the schools can be established will depend almost entirely on the supply of trained teachers competent to implement the scheme. Hence the Committee agree with the recommendation in the Zakir Husain Report that a reasonably large area should be selected for the experiment and an educational survey of that area should be carried out by the Education Department. Immediate steps should then be taken to train the required number of teachers in the existing normal schools which should be reorganised and restaffed to suit the new system of training. In the meantime all normal schools should

be so reorganised and schools should be gradually converted to activity schools as suitable teachers become available. The provision of suitable teachers will be accelerated when pupils having passed through the Wardha schools seek training as teachers, for such pupils will have absorbed the spirit of the teaching and will be skilled in some basic craft.

31. At present the usual qualification for a teacher in a primary school is a pass in the vernacular middle school examination (held after completing an eight-year course) followed by one or sometimes two years training in a normal school. Many primary teachers do not possess even these qualifications whilst a small percentage have passed the Matriculation. This qualification, however, is for primary school purposes little if any better than the vernacular middle qualification as the gain in English often does not compensate for the loss in other ways. Obviously teachers with these qualifications cannot be expected successfully to teach satisfactorily up to a standard as advanced as their own.

32. The Wardha Scheme rightly emphasises the importance of the teacher and in order to start the scheme proposes a short emergency course of one year for specially selected teachers. The complete training course, however, is to cover a period of three years.

33. Before admission to the training college the candidate must have passed the Matriculation examination or have had at least two years' experience after passing the Vernacular Final or equivalent examination. The Committee agree that as the success of the scheme mainly depends upon the teachers it is imperative to prepare competent teachers. Some of the members, however, are apprehensive whether sufficient candidates will be forthcoming to undergo a three years training in return for the exiguous salary a primary teachers now receives.

34. Even after the three years course of training, these teachers will hardly be competent to carry out satisfactorily the work in the highest classes of the "basic" schools. The Zakir Husain Committee contemplated the necessity of employing in the higher classes teachers with better academic qualifications on a higher pay and with this view, the Committee entirely agrees.

35. The Committee recommend that effort should be made to increase the supply of competent women teachers. Both the Zakir Husain and the Wood-Abbott Reports point out the need of women teachers especially in the lower classes. This point was discussed at some length in the Report on the Curriculum of Girls' Primary Schools (Central Advisory Board of Education, 1937) and the Committee wish to emphasise the conclusions stated therein in regard to the need of women teachers and the spheres of possible recruitment. Several members of the Committee pointed out that the present low salaries in some provinces would not attract a suitable type of recruit and that the teachers' social status in the villages was as a rule low. This was not surprising as his salary is frequently lower than that of a menial servant. The Committee endorse the recommendation of the Zakir Husain Committee that the salary of a trained primary school teacher should be Rs. 25 if possible, but in no case less than Rs. 20 per mensem. Efforts should also be made to raise the status of the teacher by giving him on public, semi-public and other occasions the respect his profession deserves.

36. "*Cultural Subjects*".—The Committee discussed whether or not it was possible to teach through the basic craft all subjects to the standard anticipated. There was general agreement that in the lowest classes education can be satisfactorily carried out through activities. In this connection the work at Moga and other schools was cited. But as the child advances in age and reaches the higher classes opportunities for centring his cultural work and intellectual progress on the basic crafts become less frequent. Much of the academic work

even in the highest class can be correlated with the basic craft, but all aspects of the "cultural" subjects cannot so be treated not even by stretching correlation beyond its legitimate limits. Formal instruction will therefore be necessary to teach certain elements of cultural subjects which cannot naturally be co-ordinated with the basic craft, Dr. Zakir Husain agrees that "the school has to provide for the attainment..... of some passive knowledge. I say this lest we forget that..... not all knowledge comes through our own active experience but through the accumulated experience of generations long past" (The Activity School—Ferriere).

37. *Curriculum.*—The subjects forming the curriculum and the syllabuses of individual subjects were seriously criticised from different points of view. Amongst the points discussed were the length of time allotted to the basic craft, the political tone of parts of the syllabus in Social Studies, the omission of algebra and major games, the ambitious nature of some of the subjects of study, the lack of suitable text-books, and other matters of lesser importance.

38. Dr. Zakir Husain pointed out that the proposed syllabuses were merely tentative and their interpretation depended on the teacher and on the provision of suitable text-books. Experience would show what changes were necessary and the syllabuses would be modified accordingly. The syllabuses published with the Wardha Scheme do little more than indicate the nature of the work of the Wardha schools. Necessary details will be incorporated after experience. Indeed the Wardha Scheme advises the appointment in every province of "academic assistants" whose main duty will be to keep the curriculum under constant examination in the light of educational, local and other demands. Details will also be worked out in the normal schools and training colleges whilst the preparation of suitable text-books will be immediately taken in hand.

With this explanation the Committee noted that the curriculum and syllabuses of the Wardha basic schools are not rigid but will be changed as experience necessitates.

39. *Religious Education.*—The absence of all religious teaching from the curriculum was adversely commented on and this question showed fundamental differences of opinion. On the one hand it was contended that if the State makes education compulsory for all, then the State must make provision for religious education. Muslim members pointed out that religious instruction is an essential part of general education and any scheme of compulsory education which excludes religious instruction will be resented by that community.

40. Dr. Zakir Husain had already pointed out that the Wardha Scheme makes provision for the teaching of the principles common to all religions in the hope of developing mutual respect and toleration. In Gandhiji's words:—

"We have left out the teaching of religions from the Wardha Scheme of education, because we are afraid that religions, as they are taught and practised to-day, lead to conflict rather than unity. But on the other hand, I hold that the truths that are common to all religions can and should be taught to all children. These truths cannot be taught through words or through books. The children can learn these truths only through the daily life of the teacher. If the teacher himself lives up to the tenets of truth and justice then alone can the children learn that truth and justice are the basis of all religions".

41. The majority of members felt that religious teaching was best left to the parents or to the communities concerned, but that the State should permit religious instruction to be given in the school building, out of school hours. After considerable discussion the Committee agreed that the Government should provide facilities for religious teaching, as at present, but was not unanimous whether or not such teaching should be given in or out of school hours. The question of the inclusion of religious instruction in the curriculum is discussed in the Report of the Women's Education Committee of the Central Advisory

Board of Education on the curriculum of Girls Primary Schools (1937). The majority of the members are in agreement with the views expressed in para. 11 of that report. Dr. Sir Zia-ud-Din Ahmad and Khan Fazi Muhammad Khan, however, desired that religious instruction should be a school subject. The syllabus of studies for Muslim Theology should be prepared by Muslims, taught by Muslims and the State should provide all facilities.

42. *Examinations.*—The Wardha Scheme of education makes no provision for external examinations but emphasises the need of efficient and helpful supervision as contrasted with mere inspection.

43. In regard to examinations the Committee would go even further than the Wardha Scheme anticipates. The Zakir Husain report states that "the purpose of the examination can be served by an administrative check of the work of the schools in a prescribed area, by a sample measurement of the attainment of selected groups of students conducted by the Inspectors of the Education Board". The Committee feels that even this sample measurement is open to objection and might be omitted. The standard of work in the school should be maintained by the inspecting staff and by local exhibitions of work. Promotion from grade to grade should rest entirely with the school on the result of an internal test. The papers and work of the pupils and the results of the test should be reviewed by the inspecting officer at the time of his visit. At the end of the school course the school itself can grant a leaving certificate after a final internal examination stating merely that the pupil has satisfactorily completed the course of the basic school. The certificate may be countersigned by the supervisory or inspecting officer after he has reviewed the pupil's work in the final test if an additional check is considered necessary. For pupils who leave the basic schools for other schools about the age of 11 plus after having completed the first five classes a similar leaving certificate will suffice. Admission to these schools should be controlled by their Headmasters who may prescribe any form of test they consider suitable for their purpose.

44. *Finance.*—The Committee did not consider the question of finance as this was outside their terms of reference. They wish, however, to point out that "activity" schools will cost more to run in the beginning than the present type of school and that the rate at which compulsion proceeds and the age to which it is applied are primarily financial questions, the consideration of which must be left to the Provinces.

45. *Conclusions.*—The following is a summary of the main conclusions reached at the meeting of the Committee:—

(1) The scheme of "basic" education should first be introduced in rural areas.

(2) The age range for compulsion should be 6 to 14 years, but children can be admitted to the "basic" school at the age of 5.

(3) Diversion of students from the "basic" school to other kinds of school should be allowed after the 5th class or about the age of 11 plus.

(4) The medium of instruction should be the vernacular of the pupils.

(5) A common language for India is desirable. This should be Hindustani with both the Urdu and Hindi scripts. Option should be given to children to choose the script and provision should be made for teaching them in that script. Every teacher should know both scripts, viz., Urdu and Hindi. Some members of the Committee suggest that the adoption of Roman script might prove a solution to the language difficulty and greatly minimise the work of both scholar and teacher.

(6) The Wardha Scheme of basic education is in full agreement with the recommendations made in the Wood-Abbott Report so far as the principle of

learning by doing is concerned. This activity should be of many kinds in the lower classes and latter, should lead to a basic craft the produce from which should be saleable and the proceeds applied to the upkeep of the school.

(7) Certain elements of cultural subjects, which cannot be correlated with the basic craft, must be taught independently.

(8) The training of teachers should be reorganised and their status raised.

(9) No teacher should receive less than Rs. 20 per mensem.

(10) Efforts should be made to recruit more women teachers and to persuade girls of good education to take up teaching.

(11) Basic schools should be started only when suitable trained teachers are available.

(12) The curriculum will need revision in the light of experience.

(13) English should not be introduced as an optional subject in basic schools.

(14) The State should provide facilities as at present for every community to give religious teaching, when so desired but not at the cost of the State.

(15) No external examinations need be held. At the end of the basic school course a leaving certificate based on an internal examination should be given.

(16) Pupils wishing to join other schools at the end of the 5th class (age 11 +) should also be granted a leaving certificate.

(17) Promotion from class to class will be determined by the school, though the results of the internal examinations should be subject to the supervisor's inspection.

B. G. KHER (*Chairman*).

AMRIT KAUR.

W. H. F. ARMSTRONG.

GERTRUDE C. GRIGG.

HANSA MEHTA.

FAZAL MUHAMMAD KHAN.

SYED MAHMUD.

S. P. MOOKERJEE.

J. E. PARKINSON.

R. S. SHUKLA.

ZIA-UD-DIN AHMAD.

On account of his illness, Dr. Zakir Husain has not been able to sign the Report. He has, however, approved it.

REPORT OF THE SECOND WARDHA EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION 1939 TOGETHER WITH THE DECISIONS OF THE BOARD THEREON.

At their meeting held at Simla on May 6th and 7th, 1940, the Central Advisory Board of Education had before them the report of the Committee which they appointed in December 1938, to consider further issues arising in connection with the system of basic education such as its relation to other branches of education and the financial problems implicit in its adoption.

The decisions reached by the Board with regard to the various conclusions and recommendations contained in the Committee's report are set out below.

While, as will be seen, the Board were unable to accept the conclusions and recommendations in their entirety, they felt that the report, read in conjunction with the report of the previous Committee appointed by the Board to consider the Wardha Scheme, might well prove a valuable contribution towards the exploration of a most important problem.

The Central Advisory Board of Education adopted the conclusions and recommendations Nos. 1, 2, 3, 4, 5, 6 and 9. With regard to the others, *viz.* Nos. 7 and 8, the Board arrived at the following decisions:—

No. 7.—The Board decided that to implement this recommendation it would be better to strengthen their existing Vernacular Education Committee than to set up a special Committee.

The Vernacular Education Committee was accordingly reconstituted as set out below: it has power to co-opt.

1. Rajkumari Amrit Kaur.
2. The Right Rev. G. D. Barne, C.I.E., O.B.E., V.D., Bishop of Lahore.
3. Mr. R. M. Statham, C.I.E., I.E.S., Director of Public Instruction, Madras.
4. Mr. W. H. F. Armstrong, I.E.S., Director of Public Instruction, Punjab.
5. Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A.
6. Pandit Amaranatha Jha, M.A., Vice-Chancellor, Allahabad University.
7. Mr. J. M. Bottomley, I.E.S., Director of Public Instruction, Bengal.
8. The Educational Commissioner with the Government of India.

No. 8.—While the majority of the members of the Board accepted the view of the Committee, the official members representing the Government of India expressed their inability to commit themselves in any way. The representative of the Legislative Assembly attending the meeting felt himself precluded under existing circumstances from supporting the Committee's recommendation. One or two members, while in favour of the principle that the Central Government should make some contribution, found themselves unable to go as far as the Committee desired.

The Board also decided that—

(a) a copy of the Report, together with the decisions of the Board in regard thereto, should be forwarded to the Provincial Governments for consideration and such action as they might consider necessary;

(b) their thanks be expressed to the Chairman and members of the Committee for the great amount of time and care which they had obviously devoted to the preparation of the Report.

REPORT OF THE COMMITTEE.

1. *“Pre-basic” education.*—The original Waraha Scheme advocated the free and compulsory education of all boys and girls between the ages of 7 and 14, though girls might be withdrawn after the completion of their 12th year if their guardians so desired. The Zakir Husain Committee recognised the importance of providing educational facilities for children below the age of 7 and envisaged the possibility of this being done on a voluntary basis with State help where possible, but did not feel justified in including it as a part of the compulsory scheme in view of financial and other considerations. The report of the first Kher Committee, as adopted by the Central Advisory Board of Education, contemplated the period of compulsory education as extending from the age of 6 to the age of 14 for all children.

The Committee fully recognise the importance in the child's educational life of the years 5—7. During this period the foundation of good habits, mental, moral and physical can be laid and the effects of childish ailments detected and remedied more easily and more effectively than at any later age. They understand that in many provinces at the present time children are admitted to the infants classes of primary schools at about the age of 5 and that parents are often glad to be able to leave their children during the day where they will not only be looked after but will also receive some useful training. They also appreciate the fact that where parents have acquired the habit of sending their children to school at an early age the difficulties of enforcing attendance when the compulsory stage is reached will be considerably reduced. They are accordingly anxious that facilities for education at the ‘pre-basic’ stage, so far from being reduced, should be widely extended by increasing the number of infants classes in State schools and by encouraging the establishment of efficient ‘pre-basic’ school by voluntary agencies. They also suggest that Provincial Governments should set up a few model infants schools where the correlation of Kindergarten instruction with the curriculum of the ‘basic’ school may be studied and developed. The Committee do not, however, consider that it is practicable at the present stage to lower the minimum age of compulsory attendance below 6 years. To do so would add substantially to the serious financial problems already involved by the ‘basic education’ scheme and would also assume an adequate supply of properly trained women teachers, since children at this early age should be taught by women and not by men. Such a supply is practically non-existent in India at the present time. Steps should be taken to create it, either by adding special courses in infants teaching to existing training schools or by establishing special institutions for this purpose. The Committee were interested to learn that in certain provinces the possibility of utilising the services of widows in this connection was being explored and believe that this source of recruitment may be further enlarged. In the meantime, however, pending the solution of the two major problems referred to above, the Committee are of opinion that ‘pre-basic’ education, when provided by the State, should be free but not compulsory.

2. *Basic education and its division into two stages.*—A “basic” school as at present conceived would appear to constitute a unit by itself for children between the ages of 7 and 14. The protagonists of the ‘basic education’ scheme are rightly insistent that the whole course should be regarded as coherent and consecutive. There is nothing, however, in this conception which conflicts with the view generally accepted by educationists to-day that the mental and physical changes which boys and girls undergo as a rule about the age of 11—12 should be recognised by corresponding adjustments both in the content of the curriculum and in the methods of instruction. Hence arises the need for treating the instruction given before and after this psychological break as forming two

well-defined stages, each with its own scope, aims and technique though inspired by the same fundamental aim. It was for this reason that the Central Advisory Board of Education, when formulating a framework of educational organisation at its first meeting in 1935, recommended an organisation consisting of a primary stage, a lower secondary stage, and a higher secondary stage. There is, in fact, nothing novel so far as India is concerned, about the idea of break at about the age of 11—12, as every province makes a distinction between primary and secondary or middle education, though the dividing line is at the end of the fourth class in some cases and at the end of the fifth in others. Nor is there anything in the general conception of the 'basic education' scheme which is repugnant to the notion that the onset of adolescence should receive recognition by a suitable differentiation in the scope and method of instruction. The principle of 'learning by doing' is equally applicable in the primary and in the post-primary school, only its practical interpretation needs adjustment to the growing powers and changing interests of the children. Moreover, if opportunities are to be provided for children to transfer from 'basic' schools to other forms of post-primary education and if as the Committee contemplate, the 'basic' school is to become the normal type of primary school not only in rural but also in urban areas, where the number desiring such transfers is likely to be much greater, a break in the organisation at about the age of 11—12 will become a matter of normal convenience as well as of educational desirability. It is obviously important that a child, if and when he transfers, should have completed a planned stage in his school career. Apart from those likely to be transferred to other forms of post-primary education—and they will be a comparatively small minority—there is an equally strong argument in the case of the remainder for a break between the primary and post-primary stages. The organisation of practical activities and their correlation with other subjects will be more effective and less expensive at the post-primary stage, from the point of view both of grading pupils according to their intelligence and of economising staff, accommodation and equipment, wherever it is possible to provide a central school to serve a number of contributory primary schools. This will be possible as a rule in towns and in those rural areas where villages are fairly large and close together. Finally, boys and girls, who under satisfactory arrangements may be educated together during the primary stage, will have to be taught separately subsequently. Provision for their post-primary education will be much facilitated if they can be collected in sufficient numbers into 'basic' post-primary central schools.

After serious consideration of this most important problem the Committee reached the conclusion that the divergence between those who regard the 'basic' course as one and indivisible and those who realise the need for a break between about the age of 11—12 is more apparent than real. For those children—and they will be the great majority—who remain to the end of their school career under the 'basic' system, there will be no break in the continuity or aim of the instruction, and such a break as there may be will be only a transference from one 'basic' school to another. For those who pass to other forms of post-primary instruction, the effects of the change will be minimised if the curriculum of the institutions in question is closely related, as the Committee recommend, to that of the 'basic' school. The Committee accordingly are agreed that 'basic' education should comprise a correlated course of eight years from the age of 6 to the age of 14, which for the sake of convenience should be divided into two stages—the first stage covering a period of 5 years and the second stage 3 years. The first stage should be called "junior" and the second stage "senior". Moreover, the curriculum for all schools beyond the 'junior basic' stage, whether 'senior basic' or other forms of post-primary education, should develop logically from that of the 'junior basic' school.

3. *Transfer of children from 'basic' schools to other schools.*—The Committee contemplate that the 'basic' school will be the normal type of school attended by all children up to the end of the 'junior' stage. They realise, however, that after that stage certain children, and particularly those who may be intended for a university career, will transfer to schools of a different type, from the 'senior basic' school. The Committee feel that arrangements should be made for such transfers in the case of children who have completed the fifth grade in 'basic' schools and shown the necessary aptitude for benefiting by a course of higher education. Without desiring to prescribe in any detail the nature of such a course, the Committee lay emphasis on the fact that the curriculum should derive naturally from that of the 'junior basic' school, but should vary in its later stages to meet both the differing aptitudes of the pupils and the requirements of the occupations they intend to enter on leaving school. These variant forms of higher education should extend over a minimum period of 5 years, with a further course of more advanced work for those who intend to proceed to a university or enter occupations for which a more prolonged course of study is regarded as essential. It may be convenient for such diversified courses to be given in separate institutions and the possibility of developing Technical High Schools in or in connection with existing Technical Colleges, as forms of higher education alternative to that provided by the normal high school, should receive careful consideration. It is particularly important that subject to the over-riding right of the parent to make the final decision, the school to which a child should go at the conclusion of the 'junior basic' stage should be determined primarily by the special aptitudes he has displayed during this stage. In any area where compulsory education up to 14 is in force, a child will remain under obligation to attend school to that age whatever the type of school he may be attending.

While those children whose general intelligence or future careers make it obvious that they cannot complete their education in a 'senior basic' school, should be transferred at the end of the fifth class wherever possible, provision must also be made for those children who wish to continue their education after completing the course at the 'senior basic' school. Special arrangements must be made so that such children may receive special tuition in those subjects, e.g., English, which do not form part of the curriculum of the 'senior basic' school.

As regards the relation of the post primary schools other than the 'senior basic' with university courses, the Committee did not consider it desirable to go into details, as it is for the universities to prescribe their own courses. They feel, however, that it is by no means impossible for the responsible educational authorities to relate the instruction provided in such schools to that of the 'junior basic' school at one end and of the university at the other.

4. *Parallel courses of instruction for girls in the upper classes of 'basic' schools.*—The Wardha Scheme, while allowing girls to be withdrawn from 'basic' schools after the completion of their 12th year if their guardians so desire, clearly did not contemplate that the education of all girls would cease at this stage. The Central Advisory Board of Education assume that compulsion up to the age of 14, if and when introduced, will apply to girls as well as to boys. A suitable modified syllabus will therefore be necessary for those girls who continue their education in 'senior basic' schools. The Committee accordingly recommend that courses should be framed specially suited to the aptitudes and requirements of older girls and should include such subjects as cookery, laundry-work, needlework, homecrafts, the care of children, first aid, etc., the rest of the instruction being correlated with these practical activities in accordance with the general principles of the 'basic education' scheme.

5. *Appointment of a standing committee to watch education developments.*—Provinces are now embarking on new educational experiments and the system

of 'basic education', which many of them are introducing, is still in the experimental stage. It will be advantageous if the results of all these experiments are watched and co-ordinated by some central body. The Committee, therefore, recommend that a standing committee of the Central Advisory Board of Education be appointed to survey the general progress of educational developments in all the provinces, with special reference to 'basic' education, and to make recommendations to the Board for necessary action from time to time. This standing committee should contain a representative of the Hindustani Tālimi Sangh.

6. *Central Bureau of Information.*—The syllabus outlined in the Zakir Husain Report is admittedly tentative and is likely to require adjustment in the light of local conditions. The interpretation of the syllabus in this connexion, the extent to which a particular topic or craft is to be introduced and the nature of the incidental information to be given to children at any given age are problems which require to be carefully handled. The Committee considered whether any organisation such as a central bureau, through or by which these and similar problems can be elucidated, should be set up, but came to the conclusion that as this was essentially a matter for local decision it was not necessary to create a central bureau at this stage.

7. *Ways and means to finance 'basic' education.*—The framers of the original Wardha Scheme hoped that while such education during the earlier stages might not be productive yet for the whole period of seven years it would be self-supporting. The Wardha Conference which met in 1937 to consider this scheme was not convinced that it could or should be made self-supporting although it considered that it would gradually be able to cover the remuneration of teachers. The Zakir Husain Committee also doubted whether such education could be made entirely self-supporting and while expressing the opinion that 'basic' education should cover the major portion of its running expenses, stated that all other educational expenditure, e.g., on buildings, equipment, etc., must be met from other sources, public and private. The Committee of the Central Advisory Board of education appointed in 1938 to consider this scheme also pointed out that 'activity' schools would cost more to run in the beginning than the present type of school. It may now be accepted that no school, 'basic' or otherwise, which devotes itself to its proper function is likely to be an entirely self-supporting unit. This, however, is no reason why the marketable articles it produces should not be sold as advantageously as possible. After this and other possible sources of income have been fully explored, the balance of the cost of providing a compulsory system of education, which must be free, will have to be met from public funds.

The provision of such education as is necessary for its own stability and the well-being of its citizens is a fundamental responsibility of the democratic State—a responsibility which should be divided equitably among those authorities which are concerned with educational administration. In countries like England, about 50 per cent. of educational expenditure comes from the Central Government and the rest is found from local sources. In India, the authorities concerned are the Central Government, the Provincial Governments and the local bodies entrusted with educational powers. Each of these authorities must contribute their share of the net cost of education, i.e., the total cost after receipts from fees, voluntary contributions and the sale of articles made in school have been deducted. Apart from this general consideration the Committee are satisfied from figures submitted to them that the cost of introducing a free and compulsory system of 'basic' education between the ages of 6 and 14 is beyond the existing financial capacity of any provincial Government or local body, a minimum estimate of the net cost being Rs. 2 per head of population per annum.

As they are convinced that the future of India must depend very largely on such a system being introduced without delay, the Committee have no alternative but to recommend that the Central Government should contribute not less than half the approved net expenditure of a Provincial Government on this particular service. Such a contribution would naturally be contingent on the Provincial Government (a) raising the remaining sum required from its own resources (b) undertaking to pay an agreed minimum scale of salaries to its teachers and (c) satisfying the Central Government that the amount is spent on free and compulsory education. The Committee further suggest that in order to lighten the immediate burden of the non-recurring expenditure required to bring the scheme into operation the cost of all sites, buildings, equipment, etc., exceeding Rs. 5,000 for any single item should be met from loan.

8. *Disposal of the produce of schools.*—The 'basic education' scheme centres round a productive basic craft. Means will have to be devised for the disposal of the marketable articles thereby produced. An economical method of marketing is essential, and as this is beyond the scope of any individual school, it will only be possible if a central agency in each province undertakes this work. The Committee do not mean by this that there should be only one central depot in each province for collecting and selling articles produced at school but that the Provincial Government in each case should undertake direct responsibility for this organisation.

9. *Resolutions of the All-India Muslim Educational Conference.*—The Committee also gave careful consideration to the resolutions submitted on behalf of the All-India Muslim Educational Conference and were gratified to find that on all major educational issues there was a substantial measure of agreement between the decisions of the Conference and their own conclusions.

10. *Main conclusions.*—The following is a summary of the Committee's main conclusions:—

(1) That while the provision of 'pre-basic' education in Nursery and Infants schools and classes is highly desirable, it is not practicable at this stage, in view of the lack both of money and of trained women teachers, to advocate its introduction on a compulsory basis. Provincial Governments should aim in the first place (a) at providing model Infants and Nursery Schools in suitable centres, (b) at increasing the supply of properly trained infants teachers, who should be women, (c) at encouraging the enrolment in 'basic' schools of children below the minimum age for compulsory attendance and (d) at stimulating the provision by voluntary agencies of efficient 'pre-basic' schools.

(2) That 'basic' education should comprise a course of eight years from the age of 6 to 14 years and that this course while preserving its essential unity should consist of two stages—the first stage, the 'junior' stage, covering a period of 5 years and the second stage, the 'senior', 3 years.

(3) That the transfer of children from the 'basic' school to other form of post-primary education should be allowed after the 5th grade, i.e., at the conclusion of the 'junior basic' stage.

(4) That the various types of post primary school (other than the "senior basic" school) to which suitable children may be transferred at the end of the 'junior basic' stage should provide a variety of courses extending over a period of at least five years after the age of 11. These courses, while preserving an essentially cultural character, should be designed to prepare pupils for entry to Industrial and Commercial occupations, as well as to Universities.

(5) That special arrangements should be made in these schools for assimilating pupils who decide to continue their education after completing the full course in the 'basic' school, i.e., after reaching the 8th class.

(6) That suitable courses should be framed for girls attending 'senior basic' schools, which should include such subjects as cookery, laundry work, needle-work, homecrafts, the care of children and first aid, the remainder of the instruction to be correlated with this course of domestic science in accordance with the general principles of the 'basic education' scheme.

(7) That a standing committee of the Central Advisory Board of Education should be appointed to watch new educational experiments carried on in the provinces as well as the progress of educational developments generally, with special reference to 'basic' education, and to make recommendations to the Board for necessary action. There should be a representative of the Hindustani Talimi Sangh on this Committee.

(8) That subject to such conditions as are set out in the report the Central Government should contribute not less than half the amount of the approved net recurring expenditure on 'basic' education in each province, the balance to be found by the Provincial Government and the local bodies entrusted by it with the administration of compulsory education. For capital expenditure on buildings, equipment, etc., a loan system should be adopted.

(9) That a central agency should be established in each province for the disposal of marketable articles produced in schools.

B. G. KHER (*Chairman*)
 AMRIT KAUR.
 W. H. F. ARMSTRONG.
 Q. ATAULLAH.
 HANSA-MEHTA.
 ZAKIR HUSAIN.
 PIR ILLAHI BAKSH.
 W. A. JENKINS.
 AMARANATHA JHA.
 J. C. POWELL-PRICE.
 JOHN SARGENT.
 C. J. VARKEY.

NOTE OF DISSENT BY MR. J. C. POWELL-PRICE.

While agreeing with the main conclusions of the Committee, I am unable to subscribe to the theory that Pre-Basic Education should not be the concern of Government. In India there is only one agency which can be entrusted with elementary education and that is Government. The Infants class is an integral part of primary education and should in no case be separated. The nursery school is a totally different proposition and it only leads to confusion to class Infant and Nursery classes together. I cannot, therefore, agree with conclusion No. 1.

**REPORT OF THE ADULT EDUCATION COMMITTEE OF THE
CENTRAL ADVISORY BOARD OF EDUCATION, 1933, TOGETHER
WITH THE DECISIONS OF THE BOARD THEREON.**

At their meeting held at Simla on May 6th and 7th, 1940, the Central Advisory Board of Education had before them the report of the Committee which they appointed in December, 1939, to consider the question of adult education both generally and with special reference to the removal of illiteracy and the provision of village libraries.

The decision reached by the Board with regard to the various conclusions and recommendations contained in the Committee's report are set out below.

While, as will be seen, the Board were unable to accept these conclusions and recommendations in their entirety, they felt that the report might well prove a valuable contribution towards the solution of a most important problem and that its publication in full might be of assistance to all bodies and persons concerned with the adult education movement.

The Central Advisory Board of Education adopted the conclusions and recommendations Nos. 1, 2, 3, 4, 6, 7, 8, 9, 11, 14, 15, 16, 17, 18, 20, 23 and 26.

With regard to the others the Board arrived at the following decisions:—

No. 5.—The Board were of opinion that it would be premature at this stage to appoint a Committee as suggested. It is too early as yet to survey the progress of the movement as a whole or to assess the results of the experiments which are being carried out in many areas. The Educational Commissioner was asked to collect information from Provincial Education Authorities as and when available and to prepare a statement for the Board.

Nos. 10, 12 and 13.—The Board decided, without endorsing them, to ask Provincial Governments to bring them to the notice of universities in their areas for such action as they might think fit.

No. 19.—While in full agreement as to the need for extending libraries and providing suitable literature, the Board felt that no useful purpose would be served by asking the Central Government for special postal concessions as suggested by the Committee.

No. 21.—The Board felt that practical difficulties would arise with regard to the levying of a tax on those employers who do not make provision for the education of their employees.

No. 22.—While agreeing as to the desirability of all Government departments giving every encouragement to their staffs to become literate, the Board did not agree that this should be made obligatory under existing circumstances.

No. 24.—In view of the prior claims of primary education to any financial assistance which might be forthcoming from the Central Government towards educational development in the provinces, the Board was unable to accept the recommendation of the Committee that the Central Government should make a specific grant to Provincial Governments for carrying out approved schemes of adult education.

No. 25.—The Board were in sympathy with the general policy outlined but thought it advisable to wait for action by Provincial Governments before expanding their own Bureau for this purpose.

The Board also decided that—

(a) a copy of the Report, together with the decisions of the Board in regard thereto, should be forwarded to the Provincial Governments for consideration and such action as they might consider necessary;

(b) their thanks be expressed to the Chairman and members of the Committee for the great amount of time and care which they had obviously devoted to the preparation of the report.

REPORT OF THE COMMITTEE.

The Chairman opened the proceedings with a speech. He emphasized the importance of adult education as a foundation on which the development of the social economic and political life of the country must be based. He also laid stress on the relation in which adult education must stand to the expansion of primary education and illustrated many aspects of the problem in the light of the work done and the experience gained from the campaign in Bihar during the past year. The Committee then discussed the problem in its general aspects. It was agreed that to achieve success the movement must be carried on as a mass movement and the active assistance and support of all sections of public opinion must be enlisted. While literacy should always be regarded rather as a first step towards further education than as an end in itself and while its promotion is only one among many aspects of the adult education movement, nevertheless in view of the present situation in India, where it is estimated that approximately 90 per cent. of the adult population is illiterate, it is beyond doubt that aspect to which the greatest share of attention must in the beginning be devoted. The abolition of crime and disease, the establishment of higher standards of life and the development of democracy in the fullest sense can only be achieved by the diffusion of education throughout all sections of the community.

I. *The sphere of adult education in the general system of education.*—The Committee feel it necessary to preface their report by stating their conviction that whatever may be achieved by the adult education movement the early and general establishment of a compulsory system of primary education is the only effective and permanent solution of the problem of illiteracy, so far as the great bulk of the population is concerned. When this is in full operation, the problem in the case of the educable will be confined to those who relapse into illiteracy after their school days are over.

In the meantime, however, the needs of those who have passed their school days or what should have been their school days, must receive attention and the fact cannot be ignored that the existence of a large number of illiterate parents who attach no value to literacy in others, including their own children, will undoubtedly prove one of the greatest obstacles to the introduction of a compulsory system of primary education. The problem, therefore, has to be approached from both ends, and this reason alone is sufficient to make the Committee regard the provision of facilities for adult education on the widest possible scale as a matter of extreme urgency. The function of adult education in the general system of education may be defined as follows—

- (a) to make grown-up people literate in the narrow sense;
- (b) to encourage adults who are already literate or who become literate as a result of (a) to continue their education and to provide them with facilities for so doing;
- (c) to enable adults who show the capacity for it to proceed to the more advanced stages of education.

Considered from this wider aspect there must always be a recognised place for adult education in any well-ordered system of public instruction.

In view of the widespread prevalence of illiteracy throughout India and particularly in certain classes of the population, both in rural and urban areas, the Committee regard (a) above as the objective towards the attainment of which the main effort should immediately be directed and they note with satis-

fraction the energetic steps which have already been taken in certain Provinces with this end in view. They hope, for the reasons given later in this report, that these official efforts may be supplemented with equal enthusiasm by all those voluntary agencies which are interested not only in education but also in the wider aspects of social amelioration.

In recommending, however, that priority be given to the attack on illiteracy the Committee have no intention of suggesting that attention to functions (b) and (c) above can be postponed until (a) has been fulfilled. In fact it is hardly necessary to point out that if a man or a village or a district is made literate and then through lack of stimulus or facilities is allowed to lapse into illiteracy, the effort and money expended is not merely wasted but the last state will almost certainly be worse than the first. A very essential part of any scheme, therefore, will be the arrangements for consolidating the ground gained. The success of the literacy campaign in any area must depend in the Committee's opinion on the ability of those responsible.

(i) to ascertain which members of the adult population are illiterate;

(ii) to bring such pressure as may be practicable on the illiterates to undergo instruction;

(iii) to provide instruction in such forms as may be most likely to awaken the interest of the adult student and create in him the desire to continue his education;

(iv) to recruit an adequate supply of competent teachers for this purpose; and

(v) to provide facilities so that literacy may become permanent.

Many of the problems inherent in giving effect to the above will be discussed in greater detail in subsequent sections of this report. With regard to (i), however, the Committee are of opinion that the task of local authorities would be greatly facilitated if the information required, or a considerable part of it, could be obtained in connection with the official census and recommended that the Census authorities should be asked to amend the form of return so as to include such information as Provincial Governments might think desirable in this connection. It was decided to consult Provincial Governments at once on this matter.

With regard to (ii), while it was agreed that, in the beginning at any rate, every effort should be made to persuade illiterates voluntarily to undergo instruction, doubts were expressed as to whether a real measure of success could be achieved without sanctions of some kind. It was accordingly suggested that after due notice literacy might be made a condition of the franchise and of any employment under a public authority, that enlightened employers should be asked to adopt a similar attitude and that after a certain date thumb-impressions instead of signatures on legal documents should be made invalid. The Committee, while recognizing the stimulus which the adoption of such measures would give to the movement and realizing the possibility that action on these or similar lines may ultimately become necessary, feel that their adoption in the early stages may provoke opposition in otherwise sympathetic quarters and bring the matter to the notice of the Board without making any specific recommendations. They are agreed, however, that continuous and effective propaganda of all kinds is essential.

With regard to (iii) many views were expressed as to the respective merits of individual and class tuition in the early stages, as to whether instruction should be limited to the 3 R's or whether subjects likely to attract the illiterate should be introduced concurrently and as to the order in which and the methods by which the 3 R's could be most effectively approached. The Com-

mittee believe that, in the beginning at any rate, the utmost freedom should be allowed to experiment, particularly in view of the varying aptitudes both of teachers and students and the very diverse conditions which obtain in a country as large as India. In so far, however, as these matters involve questions of educational technique, the Committee recommend that a committee of experts be appointed to consider and report upon them and upon any cognate problem which may arise in connection with the Adult Education Movement. This committee should consist mainly of persons who are actually engaged in literacy work. Provincial Governments and other bodies concerned might be invited to submit matters for the consideration of this committee. On the general question the Committee are convinced that whether instruction is individual or given in class and whatever the subjects of instruction, it is essential that it should be made intelligible and interesting to the student by being closely related to his occupation, his personal interest and the social and economic conditions under which he lives. It is further suggested that when new schools are built or existing ones altered the planning and equipment should be of such a character as will make them convenient and attractive for adults as well as for children.

In concluding their general observations on the function of Adult Education, as a part of the general educational system, the Committee reiterate their opinion that this cannot be confined to the promotion and maintenance of literacy. Every encouragement must also be given to the many adults, fully literate so far as the 3 R's are concerned, who will feel the need to continue their education, whether their object is to improve their efficiency as workers of citizens or simply to increase their capacity for intellectual enjoyment and recreation. Suitably graded part-time courses or classes should be provided to suit their needs. Such classes will generally be held in the evening but the possibility of starting part-time day classes in urban areas, particularly for women, should receive consideration. In this connection every effort should be made to enlist the help of Universities though their extra-mural departments as well as the co-operation of industrialists.

II. *The desirability or otherwise of distinguishing between adult education in the strict sense and other forms of part-time continuative education, e.g., those of a vocational character.*—Having outlined in the previous section what they regard as the main objectives of adult education, the Committee feel that the next step is to consider to what extent the existing circumstances of India make it advisable in pursuing these aims to distinguish between adult education and those other forms of part-time continuative education for adults which are primarily of a vocational character. They are aware that in Western countries it has been customary to draw a line between Adult Education in the strict sense and Technical, Commercial and Art Instruction. In recent years, however, the literary, aesthetic and recreative activities of adult education have been acquiring an increasingly important place in technical and similar institutions. The Committee welcomes on general grounds this tendency to co-ordinate all forms of adult instruction and believe that it is neither necessary nor expedient in India, and above all in the Indian village, to define too strictly the sphere of adult education. The main aim is to arouse the interest of the illiterate, whether a villager or a town dweller, and make him wish to learn. The best way of doing this may well be through activities closely associated with his daily work. Any form of instruction that will help him to improve his economic position may not only increase his respect for education but may also contribute indirectly towards securing a better education for his children. The worker for adult education should not be limited in his ways of approach by restrictions which may be valid under entirely different circumstances but are artificial as applied to India. The studies of the village adult centre, therefore,

should be based on agriculture and the crafts related to it and instruction in literacy should be correlated therewith. Apart from vocational considerations and whatever the age of the student, the importance of learning by doing things in the earlier stages of education is almost universally recognized.

In large urban areas it may be expedient to organize separate institutions for adult education and for vocational instruction but even here the reasons should be administrative and economic rather than educational.

III. *Attendance of pupils or students already undergoing full-time instructions at adult education classes.*—The function and sphere of Adult Education having been described as above, it becomes important to define what is meant by an adult student.

In many provinces no lower age limits have been prescribed for adult education centres. Those responsible have hesitated to refuse children who applied for admission, particularly where they had no other opportunity of obtaining education. There are, however, obvious disadvantages in teaching boys and men together. The former tend to be a disturbing element and many adults, who are conscious of their educational short-comings, are shy of exposing them in the presence of children. More important is the fact that grown-up people are capable of learning at a different rate from children. Furthermore there is a distinct technique for teaching adults.

The Committee are also conscious of the risk of young children being exploited, if parents instead of sending them to school in the day time can make them work during the day and attend school at night. After very careful consideration the Committee came to the following conclusions:—

(a) that a boy under the age of 12 should not be admitted to an adult centre under any circumstances;

(b) that a boy, so long as he is attending a full time day school, should not be encouraged to attend evening classes as well; and

(c) that subject to (b) above and wherever the numbers justify it, separate classes should be organized for boys between 12 and 16.

With regard to girls, the Committee are of opinion that the objections set out above to mixing boys and men do not apply with anything like the same force to the other sex. Moreover in view of the present limited facilities available for girls' education, it would be unreasonable to raise obstacles against girls joining any adult classes for women from which they might benefit.

IV. *To consider how far the problem of providing adequate facilities for adult education can be solved by using and developing existing agencies in (a) urban and (b) rural areas: in this connexion to consider the function of the University and the Technical, Commercial or Art College in relation to adult education.*—In England and other countries much valuable work in the adult education field is being done by and through voluntary agencies. Some of these are entirely devoted either to educational activities, e.g., the University Extension Movement and the Workers Educational Association or to the amelioration of social conditions generally like the Rural Community Councils or the Women's Institutes, while others are primarily religious or political in their outlook. Classes run by these bodies are recognised by the Education Authorities provided that (a) they are open to inspection and comply with the regulations as to standards of work and attendance prescribed by these Authorities, (b) they abstain from propaganda which is not purely educational in its aim and (c) they are prepared to admit *bona fide* students who are not members of the bodies in question. The general experience has been that these conditions are loyally observed. Many of these classes are aided by the Education Authorities in the

way either of direct money grants or of the free use of buildings and equipment.

The Committee are aware of the existence of many similar bodies in India and realize the importance of enlisting their help in the Adult Education Movement, subject to the provision of adequate safeguards against non-educational propaganda on the lines set out above so far as any classes conducted by them may be concerned. There are indirect ways also in which such bodies might be invited to help, *e.g.*, by raising funds, recruiting workers or providing buildings, apparatus and literature. It was agreed that in order to prevent some of them becoming sources of weakness rather than strength, strict supervision over the activities of voluntary agencies would have to be exercised by the provincial authorities responsible for adult education.

The part that can be played by University professors and students in their personal capacities as helpers in the literacy campaign is discussed in sections V and VI. Most Indian Universities contain extra-mural departments but these generally confine themselves to providing extension lectures suitable for and mainly attended by persons of considerable education. The Committee are of opinion that Universities can render great service to adult education if they will expand and popularize their extra-mural activities. It was suggested that they might appoint tutors, each of whom in co-operation with other workers in the same field would devote his whole time to stimulating the demand for adult classes in a given part of the area served by the University. The tutor would also conduct formal classes extending over two or three years for the more advanced students. A further suggestion was that Universities should award diplomas to students who had successfully completed such a tutorial course. Facilities should also be provided for the occasional student of outstanding ability who may be thrown up by the Adult Education Movement, to proceed to the University itself and take a degree course; with this object in view Provincial Governments or Universities or both should offer a limited number of scholarships.

The importance of encouraging adult education classes in Technical, Commercial and Art Institutions has been referred to already. In the opinion of the Committee it is a good thing for technical students to have access to classes of a cultural and recreational as distinct from a purely vocational character and at the same time the existence of the former may attract to the other departments of the Institution students who would not otherwise have enrolled. The possibility of mobilizing students and pupils throughout the educational system to serve in the literary campaign and in the wider field of social reconstruction is a question of the utmost importance which will be discussed at length in the next section.

V. New ways of attacking the problem.—The Committee are left in no doubt after exploring the vast extent of the subject referred to them that while increased use ought to be made of existing agencies, both official and unofficial, rapid progress can only be expected if new ways of attacking the problem are devised. Adult education in the widest sense is only one aspect of the problem of social reconstruction, the scientific study of which has not yet received the attention it deserves.

It was accordingly suggested that Social Science should be taught in all Universities and that it should be treated from the practical point of view and not academically. No student, for instance, should be eligible for a degree or diploma unless he has satisfactorily completed an allotted task as a social worker. The obvious advantages which would accrue from a practical course of this kind both to the student and to the community of which he is a member, led the

Committee to consider the possibility of a much wider application of the same principle, *i.e.*, whether all those who have enjoyed the advantage of higher education should not be required to make a contribution towards the social betterment of their less fortunate countrymen.

The Committee are unanimously of the opinion that some form of educational conscription is desirable, though views differed as to the stage at which and the period for which it should be enforced. The Committee considered whether conscription of this kind could be introduced about the period of matriculation, the satisfactory completion of the prescribed task of social service to be made a condition of the award of the certificate. An alternative suggestion was that similar conditions might be attached to the award of a university degree. It was, however, pointed out in the case of the former proposal that a large number of boys in India take the matriculation examination before reaching an age at which their services as social workers would be really valuable. On the other hand, if conscription is postponed until the degree stage, a large number of young people with sufficient education to make them effective social workers will not be enrolled. Apart from the question of the best age at which to impose conscription there are many other problems to be solved. The first of these is whether the period of service should be continuous or so distributed as to interfere as little as possible with the students' ordinary studies. A second point for determination is the range of social services which should be included. Other issues are the best methods of organising, housing and feeding this educational army. While recognizing the magnitude of the administrative and social problems involved in a comprehensive scheme of this kind, the Committee are convinced that the benefits likely to accrue from it both to the students and to the community are so great as to warrant its possibilities being exhaustively explored. They are of opinion that a special body should be constituted on a national basis for this purpose, and that regard should be had both to the experience of those Provinces which have already succeeded in enlisting a large measure of voluntary support in connection with their literacy campaigns as well as to the support given to wider schemes for social reconstruction.

Pending consideration of this matter the Committee strongly recommend that every effort should be made in every part of India to bring home to all members of the educated classes, whether men or women, their obligation to take an active part in the work of extending the benefits of literacy among their less fortunate brothers and sisters. It was felt that definite steps might be taken at once to bring this obligation home to all Government servants.

A further means of expansion may also in the Committee's opinion be found by encouraging the formation of literary classes, study circles and discussion groups not associated with any organization, official or unofficial, but conducted by enlightened individuals who are willing and able to collect others round them. The informality of this method may make it particularly suitable in many rural areas where the exigences of work or other causes make the holding of regular classes at stated hours difficult if not impracticable. The essential conditions for success in these circumstances are an energetic and popular leader a small amount of equipment in the way of lamps and literature and occasional supervision and advice by the officer responsible for adult education in the area.

The question of supplementing the various methods of approach discussed above by a much greater use of what are commonly described as mechanical aids to learning. *e.g.*, the radio, the cinema, the gramophone and the magic lantern is dealt with in section VII.

VI. Supply and Training of teachers for adult schools and classes.—The fundamental need in adult as in every other branch of education is an adequate

supply of trained and competent teachers. While it is recognized that in India as elsewhere, adult education must depend to a large extent on the services of teachers already engaged in day schools, it cannot be too strongly emphasized that success in the latter is no guarantee of suitability for the former. Children are normally under some form of compulsion to attend school, adults generally are not. An adult has to be attracted to join a class in the first instance and the power of attraction must be maintained and increased if he is to be induced to remain in regular attendance. The teacher's manner therefore should be stimulating and his matter interesting. Apart from this a special technique is required for teaching adults in view of the fact that their capacity for learning differs in many ways from that of children.

The Committee appreciate the desirability of appointing in every area, in addition to Inspectors and organizers who should themselves be experts in adult education, a nucleus of specially trained teachers who will devote the whole of their time to this particular work. These would not only teach but would also assist in selecting, training and subsequently supervising other teachers, whether drawn from the staffs of the day schools or from outside the teaching profession.

On the assumption that the supply of Inspectors and organizers will not be adequate for the purpose, such specialist teachers could conduct refresher courses, the frequent holding of which is of the importance. That this policy though expensive is not outside practical politics is proved by the fact that at least one province has already adopted it. Normal and training schools should also aim in future at giving their students some knowledge of the problems peculiar to adult teaching.

Apart from what may be called the professional element, the Committee recognize the importance on economic grounds, in view of the extent of the problem, of exploring all sources of voluntary recruitment. They note with much interest the methods which have been employed with this object in Bihar and elsewhere and the amount of success which has been achieved. At the same time they feel it necessary to sound two notes of warning:—

(1) The volunteer, however, enthusiastic, may have no idea how to teach and should not be allowed to attempt class teaching, as distinct from individual tuition, at any rate until he has undergone some preliminary training. A bad failure in any area may prejudice the movement for years to come.

(2) Literacy is a means and not an end. One literate person may make another literate, one child even may succeed in making his grown up relations literate but unless he has the requisite further knowledge to continue the education of his newly made literates or unless there is some organization for taking them over, as soon as the first stages of literacy have been attained, the ground gained will be lost again in a very short space of time. The capacities of the workers must therefore be carefully assessed and their allocations to the various stages of instruction nicely adjusted so that progress may be steady and sustained. A final suggestion is that all workers should be provided with a hand book containing information as to the organization of the adult education movement in the Province, including the names of persons or bodies to which he can apply for help or instructions, as well as advice as to teaching methods, suitable literature, etc.

VII. *Questions of method and technique, including the introduction of mechanical aids to learning where practicable.*—The Committee have already emphasized the fact that the average adult student is a person whose interest must be continuously stimulated until he reaches the stage when he feels the attraction of learning for its own sake. Anything that imparts variety to the teach-

ing makes a particularly strong appeal in his case. In this connexion, the use of the cinema, radio, gramophone, magic lantern, etc., in adult classes should be encouraged wherever practicable. It is realized that the factor of cost alone will prevent the use of these mechanical aids on a wide scale for some time to come but in the meantime they may be supplemented on the visual side by the collection and circulation of pictures, illustrations and objects of artistic or other interest, and on the auditory by vocal and instrumental music. Dancing, which is popular in many parts of India, may be made a useful recreative activity in the adult curriculum.

The Committee feel that the educational possibilities inherent in the cinema are so great that the prospects of greatly extending its use in connection with adult education should be examined without delay. The first need is an adequate supply of suitable films. The output of such films has increased in recent years and in Great Britain a special body, the British Film Institute, has been established to promote the production and distribution of educational films. The Committee decided that steps should forthwith be taken to ascertain:—

(a) from Provincial Governments, what films of this nature were already in their possession and what further films were required, and

(b) from firms engaged in the production of films, what suitable films were already on the market and what others were likely to become available in the near future.

It was felt that as a result of these inquiries the Bureau of the Central Advisory Board might prepare a pamphlet containing a list of the films available and information as to where and on what terms they could be purchased or hired. At a later stage the possibility of creating a central film library from which films could be borrowed, as has been done by the British Film Institute, might usefully be considered.

The second main issue concerns the arrangements for showing films. Until the cost of an efficient machine is very substantially reduced, the chance of any but the most fortunate centre possessing a machine of its own is remote. In the meantime, in places where there are cinemas, it may be possible to arrange for educational films to be shown either as part of the ordinary programme or on special occasions. In addition the responsible authorities may be able to afford a travelling cinema or a few portable machines which could be circulated among adult education centres.

Ways and means of making greater use of broadcasting were also discussed. The first step in the Committee's opinion is to secure the production of an efficient radio set at a price, e.g., not exceeding Rs. 50, which would make its supply to adult centres a practical proposition. The second requirement is to extend either the range or number of transmitting stations so that the whole area of each province can be covered. The third need is closer co-operation between the broadcasting and adult education authorities in regard to the preparation of suitable programmes. So far as gramophones and records and magic lanterns and slides are concerned the Committee are satisfied that ample material is available and that the problem of supply in this case is mainly a financial one.

Apart from the use of these mechanical aids, the Committee discussed the special methods of teaching which are now being employed or suggested for simplifying or expediting the acquisition of literacy. Much information on this head was supplied but the Committee are of opinion that in the present experimental stage no useful purpose would be served by attempting to arrive at definite conclusions as to which method or methods are the most effective. They recommend, however, that the expert committee whose appointment they have

already recommended, should report on this matter in the light of the further experience which the many experiments now proceeding will shortly afford. In conclusion, the Committee wish to reiterate their opinion that whatever mechanical aids may become available or new methods of teaching be evolved, the primary condition of success must always remain the establishment of cordial relations between the teachers and the taught.

VIII. *Provision of library facilities and of suitable reading material in (a) urban and (b) rural area.*—It is generally accepted that if a person who has learnt to read is to be encouraged to go on reading, he must have easy access to a good supply of suitable and interesting reading material. Where such material does not exist it must be created. The Committee are, therefore, convinced that every adult school should have a library of its own or be able to obtain free books of the right kind from a neighbouring library. Grants with this object in view should be made on as liberal a scale as possible. Every library should contain books suitable for adults of limited educational attainments and should be open not only to those who are under instruction but also to those who have already been made literate.

The Committee further considered what steps could be taken to increase the supply of books and papers likely to interest those adults who are still in the early stages of literacy. In this connection their attention was called to the unsatisfactory conditions which obtain at present in many areas in regard to the supply of text books for schools of all kinds and particularly to the danger of schools being commercially exploited. While fully alive to the objections which may be raised against limiting the choice of teachers in the selection of such books, the Committee come to the conclusion that if well written and well printed books are to be made available for school purposes and for the adult education movement in particular, Provincial Governments should invite selected scholars to write them and should themselves assume direct responsibility for printing and publication. In addition to books, emphasis was laid on the importance of providing newspapers and magazines which would be both intelligible and interesting to the newly made literate.

IX. *Necessity for making special arrangements for women's adult education—its nature and organization.*—If the task of providing adequate facilities for adult education so far as men are concerned is a difficult one, the problem of doing the same for women, particularly in India, is still more difficult. And yet from the point of view of the next generation it is even more important that the mother should be educated than the father.

For these and other reasons it was unanimously agreed that those in charge of the adult education movement should be urged to devote special attention to the needs of women. The nature of these needs as well as social customs make it necessary to organize special institutes and classes for women, and these, wherever possible, should be under the control of women.

Moreover, as the calls on a woman's time particularly among the poorer sections of the community, leave her less free than a man to attend regular classes, a greater use must be made of individual tuition in her case and this will add substantially to the number of teachers required. Everything that has been said already as to the need for intensive propaganda can be repeated with additional emphasis here.

Every possible avenue must be explored in order to mobilize the army of women workers that will be required. The supply of professional women teachers, particularly in rural areas, is very limited and very few of the present teachers understand how to deal with adults. Here, as in the case of men, the

normal and training schools must include in their courses some instruction in adult teaching. The professional teacher, however, for some time to come can only be expected to supply a small proportion of the total teaching power that will be needed.

The Committee carefully considered the many suggestions that were put forward and regard the following as practicable:—

(a) The Principals of Colleges for Women and High Schools for Girls should lose no opportunity of impressing on their pupils the importance of their undertaking social welfare work both while at school and after leaving. Social service including practical work might even be given a definite place in the curriculum.

(b) The husbands of educated women, particularly among the upper and middle classes, should be urged to put no obstacle in the way of their wives devoting a reasonable portion of their spare time to welfare work. The wives of officials in country districts are in a position to render service of special value in this respect.

(c) The mistress of a house where servants are employed should regard it as an obligation to see that they and their families are made literate.

(d) A literate woman in a village should be encouraged, and paid where necessary, to make other women literate.

(e) School children should also be encouraged to teach their mothers and sisters who are illiterate.

(f) Employers who provide classes for their male employees should be urged to do the same for any women they employ.

(g) Those in charge of clinics and health or other welfare centres attended by women should co-operate in propaganda on behalf of adult education for women.

(h) Social workers should advise women, and particularly those who cannot afford servants, how to organize their domestic duties so as to leave themselves as much time as possible for leisure and education.

(i) Inducements should be offered to widows to qualify themselves for work as teachers or helpers in connection with the literacy campaign.

The Committee do not regard these suggestions as in any way exhaustive and are confident that experience and ingenuity will devise many other methods of attacking a problem which they regard as exceeding in importance and urgency any of the others which come within their terms of reference.

X. *Steps to be taken to enlist the practical support of large employers of labour, trade and professional associations, etc., in regard to the provision of adult education for their employees and members.*—Illiteracy is often spoken of as if it were a problem mainly confined to the village. In India this is by no means so. A large proportion of the workers in urban areas is also illiterate.

The problem is, however, less difficult to attack in a town. The urban illiterate is more liable to be conscious of the handicap under which he suffers and more appreciative of the advantages of being able to read and write. He is easier to get at and because there are more of him in a given area the organization of schools and classes for his benefit is a comparatively simple and economic matter. Trained teachers and social workers are also more plentiful in a town than in a village.

In addition to all that may be done by propaganda and the provision of facilities to induce the urban worker to attend classes, the utmost assistance can be given by firms and trade or other associations which take a practical interest in the general welfare of their employees or members. Employers can show their interest in many ways, e.g., by themselves establishing classes in

connection with their works, by paying fees for their workers to attend outside classes, by releasing employees during working hours to attend classes and by offering inducements in the way of extra pay or promotion to those who have improved their efficiency by continuing their education. The Committee were aware of certain enlightened employers in India who have already taken steps in this direction and heard with pleasure of one important firm which in addition to looking after its own employees has taken active steps to promote literacy in the district in which its works are situated. In spite, however, of these outstanding examples, the Committee are reluctantly forced to the conclusion that employers in India as a whole do not recognize any obligation to promote either the general or the technical education of the people who work for them. They also regret that such associations of workers as exist do not pay that attention to the education and general welfare of their members which has been characteristic of the Trade Union movement in England. They, therefore, recommend Provincial Governments to consider whether it would be feasible to levy a tax on employers of labour who do not provide adequate educational facilities for their employees, the proceeds to be devoted to adult education. Attention is directed in this connection to the French Loi Astier. The Committee recognize that there are many difficulties inherent in their suggestion, including that of defining what is meant by 'an employer of labour', but they feel that a beginning could at any rate be made with the larger industrial concerns.

It would naturally follow from the introduction of any such measure that all Government departments, whether central or local, would have to make themselves responsible for ensuring literacy in their employees, but the committee feel that in this respect Governments may well set an example without waiting for legislation.

As a further corollary to this, consideration should be given to the possibility of introducing classes on day continuation school lines both in urban areas and in selected rural areas. The possibility of organizing instruction to fit in with the 'shift' system in large works might also be examined.

The Committee have already called attention to the inter-relation of Adult Education with Technical, Commercial and Art instruction, and apart from its other claims they commend the expansion of provision for the latter in view of the contribution it can make to the intellectual development of adults at almost any stage of their education.

XI. General administrative arrangements necessary for promoting the spread of adult education, including ways and means to finance the same.— From the experience they have gained in the course of this enquiry the Committee are left in no doubt that if the problem of adult education is to be tackled in a comprehensive and progressive manner, the ultimate administrative responsibility in each area, including the power to co-ordinate the activities of all agencies working in this field, must vest in a single authority.

The information given to the Committee indicated that at the moment there is no common agreement as to which department of government should be entrusted with this responsibility. While in some provinces the Education Department is in charge, in others, apparently the majority, the adult education movement is treated as one branch of the work for which the Department which deals with rural development is concerned. The Committee fully appreciate both the advantages of co-ordinating cognate activities and the waste of money and effort that will be entailed if the social services are allowed to work in water-tight compartments. At the same time, in view not only of the scope and complexity of the adult education problem but also of its urgency, the Committee are convinced that it is essential to its early and com-

prehensive solution that its direction should be in the hands of those whose primary interests and training are educational. The Committee, therefore, suggest that in each Province the Education Department should be made responsible for adult education generally, both on the grounds set out above and because it already controls these agencies, particularly the teachers, without whose services nothing effective can be accomplished. It is also the only Department which is competent to deal with such questions as the production of suitable literature and the working out of new teaching methods, to the especial importance of which in this branch of education attention has already been called. If the Committee's view is accepted, it will then become the business of the Education Department to ensure the necessary co-operation with those Departments and bodies which are concerned with other spheres of social reconstruction. It would do much not only to facilitate such co-operation but also to secure increased recognition of the place which Education ought to take among the activities of Government, if Governments generally would take more active steps to see that senior district officers are fully apprised of what Government policy is in the branches of administration for which they are responsible and are given clearly to understand that they will be expected to promote the carrying out of that policy by every means in their power.

The Committee have some reason to fear that administrative officers, particularly in the mofussil areas, tend to regard the police aspect of their duties as more important than the constructive and they feel that if this attitude is in fact widespread, steps should be taken to counteract it by giving every officer from the I.C.S. downwards a definite training in constructive administration. The Committee further suggest that in each Province there should be set up under the control of the Education Department a committee or Board to deal specifically with adult education. In addition to official members this body should contain representatives of the non-official agencies in the area associated with the movement. The methods by which and the extent to which this central body should delegate responsibility to subordinate bodies and the number and qualifications of the officials who will be required are questions which will require the most careful consideration but are at the same time matters which in the opinion of the Committee will necessarily be determined in the light of local circumstances.

No administrative system, however, efficient in its structure, can achieve its objects unless it has at its command the necessary funds. Apart from developments in the more advanced stages of adult education, which the Committee are most anxious to see effected at an early date, the financing of the literacy campaign alone will raise very serious financial difficulties so far as Provincial Governments are concerned. It is true, as the Committee have noted with gratification, that in certain areas much has been accomplished at a comparatively small cost. But if in this, as in other movements, it is not safe to assume that initial enthusiasm will prolong itself indefinitely and if, more over, proper provision is to be made for consolidating and extending the ground already gained, a progressive increase in the amount required for payments to teachers and for the purchase of books and apparatus must be anticipated. In the absence of any reliable statistics as to the number of people to be made literate and in view of the impossibility of forecasting the extent to which the campaign may count in future years on the assistance of voluntary workers no valid estimate can be produced at this stage of the total sum required. The Committee regard it as of the first importance that the literacy campaign should be pressed to the utmost during the next five years, both for its intrinsic urgency and for the contribution which its success would make towards the

solution of the primary education problem. To make this possible they suggest that the Central Government should offer a subsidy to those Provincial Governments which are prepared to carry out approved schemes during that period. The sum of a crore of rupees annually for five years is the amount suggested.

In addition to direct financial assistance, it was also felt that the Central Government might help the movement by allowing newspapers, books, etc., distributed by the approved authority to local centres, to be sent by post either free or at concessional rates. It was felt that this point might be submitted to the Communications Department for their sympathetic consideration.

XII. Advisability of starting a Central Bureau, as well as a Provincial Bureau of Adult Education in each province, with the object of collecting and furnishing information regarding the literature suitable for adults and giving publicity to the new methods and experiments being tried in different places.— The Committee anticipate that those Provincial Governments, which adopt the suggestion made in the previous section that a special Board under the control of the Education Department should be set up to deal with Adult Education, will also agree as to the necessity of a Central Bureau in each of their areas to direct propaganda, to collect information and to keep local organizations and centres in touch with the progress of the movement, with the publication of suitable literature and with the introduction of new methods. Whether a Bureau exclusively devoted to Adult Education should be established or whether a special department should be instituted in any existing Educational Bureau, is a matter for determination by the Provinces concerned. The essential point is that there should be a central source of information and advice in each area. The Committee further consider that in a country as large as India, where Provinces do not find it easy to keep in touch with each other, it would be of the utmost value to have an All-India Bureau to collect, collate and publish at regular intervals information as to the progress of the movement in all parts of the country. The Committee discussed at some length whether this Bureau could be conducted by any existing association or whether they should advocate the setting up of an *ad hoc* body like the British Institute of Adult Education, which would make the running of a Bureau one of its objects. In the end, however, they came to the conclusion that as it is one of the functions of the Central Advisory Board to conduct a Bureau and as it is hoped to establish this as soon as funds for the necessary staff are available, this would be the obvious organisation to undertake the work. The Committee wish to acknowledge in this connection the pioneering efforts of the All-India Adult Education Conference and other voluntary Associations and conclude this report by reaffirming their belief that it is only the united efforts of all bodies concerned, whether official or unofficial, that will bring the adult education movement within reach of its goal.

XIII. Main conclusions and recommendations—

1. To secure an early and effective solution of India's educational problems, the provision of facilities for adult education on the widest scale and the introduction of a free and compulsory system of primary education are of equal urgency and must be treated as complementary to one another.

2. While the literacy campaign is only one aspect of the adult education movement, the prevalence of illiteracy in India at the present time makes it the aspect to which immediate attention must be devoted.

3. Literacy is a means to further education and must not be regarded as an end in itself. The primary aim of the campaign must be, not merely to make adults literate but to keep them literate. To achieve its object the attack must be launched on the widest possible front with the help of every agency, human

or material, which can in any way contribute to its success. Continuous and effective propaganda of all kinds is essential.

4. Efforts should be directed in the beginning to persuade illiterates voluntarily to undergo instruction. If a voluntary system fails to achieve its object, ways and means of bringing pressure to bear on illiterates should be explored.

5. In a movement of this character the utmost freedom must be allowed to experiment and regard must be had at all times to local conditions. No useful purpose would be served by attempting to prescribe methods or draw up a code applicable to India as a whole. Valuable assistance might, however, be afforded to Provincial Governments and other authorities responsible for adult education if a committee of experts were appointed to report on questions of teaching technique and survey the results of experiments.

6. Whatever subjects are introduced into the curriculum and whatever the teaching methods adopted, the form in which instruction is given must be intelligible and interesting to the student and the instruction itself should be closely related to his occupation, his personal interests and the social and economic conditions under which he lives.

7. It is unnecessary and inexpedient in view of the circumstances prevailing in India to draw any rigid distinction between adult education in the strict sense and technical, commercial or art instruction or to regard the latter as falling outside the sphere of the former. The easiest way of approach to many adult students may be through subjects of a vocational character.

8. With a view to defining what is meant by an adult it is recommended:—
(a) that a boy under the age of 12 should not be admitted to an adult centre under any circumstances;

(b) that a boy, so long as he is attending a full time day school, should not be encouraged to attend evening classes as well; and

(c) that subject to (b) above and wherever the numbers justify it, separate classes should be organised for boys between 12 and 16.

It is unnecessary to fix any age limits in the case of girls who wish to join adult classes for women.

9. Every effort should be made to enlist the help of voluntary agencies. Classes run by reputable associations should receive every encouragement and bodies whose primary objects are not educational need not be excluded if adequate safeguards are provided against any risk of the movement being used for religious or political propaganda.

10. Universities should be urged to expand and popularise the work of their extra-mural departments and provide opportunities for adult students of exceptional ability to take a university course.

11. An extension in the number and scope of institutions providing technical, commercial and art instruction is urgently needed, and subjects of a cultural or recreational kind should be included in their curricula.

12. Adult education is a branch of social reconstruction. Social science in a practical form should be taught in all universities.

13. The possibility of making a period of social service obligatory on all students in Universities and pupils in the upper forms of high schools should be carefully examined. Pending the setting up of a special committee for this purpose a strong appeal should be made to all educated persons, and in particular to Government servants, to render voluntary service in connection with the literacy campaign.

14. Mechanical aids to learning such as the radio, the cinema, the gramophone and the magic lantern can be used with great effect in adult education. To enable them to be employed much more widely than at present steps should be taken to increase the supply and reduce the cost. Information on this and other points should be collected and distributed by the Bureau of the Central Advisory Board of Education.

15. An adequate supply of trained and competent teachers is the fundamental need in adult as in every other branch of education. Teachers in day schools may be expected to form the nucleus of this supply but in view of the fact that teaching methods which are successful with children are not always suitable for adults, they will require a special course of training. It is recommended that the course of training in the normal schools should include instruction in the technique of teaching adults.

16. It will be necessary to supplement the professional teachers by a large body of helpers drawn from other occupations. The training of these is an essential preliminary to their employment, particularly if they are to be in charge of classes.

17. Every Province should appoint Inspectors and Organizers expert in and able to devote their whole time to adult education. The appointment by at least one Province of a number of full-time teachers for adult work only is a commendable experiment.

18. The movement so far has depended very largely on unpaid service but it is reasonable to anticipate that it will soon require a very considerable proportion of paid workers, especially when the demand arises for instruction beyond the stage of mere literacy. The financial implications of this, including the rates of pay and conditions of service to be offered, are matters for local consideration.

19. A library is an essential adjunct to every adult education centre. Liberal grants should be given to increase the number and size of libraries, particularly in rural areas, and to assist the production of suitable literature. The Central Government should help in the distribution of books and other literature by granting special postal concessions. Provincial Governments should take immediate steps to deal with the present unsatisfactory state of affairs so far as the supply of text books is concerned.

20. The importance of a wide expansion of facilities for adult education is even more important in the case of women than that of men. The methods of approach in the case of women must be at once more varied and less formal. A number of suggestions for furthering the movement among women will be found in Section IX.

21. Illiteracy is not confined to the village: a large proportion of the workers in urban areas is also illiterate. In this connection it is essential to secure the co-operation of employers of labour and associations of workers. The question of levying a tax on those employers of labour who do not make adequate provision for the education of their employees is worthy of consideration.

22. It should be obligatory on all Government departments, central and local, to ensure that their staffs are literate.

23. The progress of the Adult Education Movement can only be ensured if its control in each Province is vested in a single authority. That authority should be the Education Department. It should be the duty of the Education Department (a) to establish satisfactory contacts with other authorities in the province

concerned with social reconstruction, of which adult education is a part and (b) to delegate authority to such subordinate bodies and to appoint such officers as local circumstances may require for the effective organisation and supervision of the movement.

24. The cost of the literacy campaign alone apart from other essential developments in adult education will impose a very severe strain on the resources of most Provincial Governments. In view of the extreme importance of bringing the campaign to a successful conclusion at the earliest possible date, the Central Government should afford financial assistance to those Provincial Governments which are prepared to carry out approved schemes within the next five years.

25. In each Province there should be established a Bureau to collect and distribute information with regard to the adult education movement. There should also be a Central Bureau to collect, collate and publish at regular intervals information as to the progress of the movement in all parts of the country. The Bureau of the Central Advisory Board of Education should be equipped to undertake this latter function.

26. The returns as to literacy in the Census Report should be so amended as to make them more useful for educational purposes.

SYED MAHMUD (*Chairman*),
 W. H. F. ARMSTRONG.
 S. R. BHAGWAT.
 W. A. JENKINS.
 KARAN SINGH KANE.
 AMRIT KAUR.
 J. B. RAJU.
 K. G. SAIYIDAIN.
 JOHN SARGENT.

REPORT OF THE SOCIAL SERVICE AND PUBLIC ADMINISTRATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION IN INDIA, 1940, TOGETHER WITH THE DECISIONS OF THE BOARD THEREON.

At the sixth meeting of the Central Advisory Board of Education held at Madras in January, 1941, the Honourable Sir Maurice Gwyer presented the report of the Social Service and Public Administration Committee, of which he was the Chairman. The decisions reached by the Board on the report are set out below.

The Board generally accepted the need for an All-India Council of Social Service. Discussion centred mainly on the question of the extent to which such a central institute should or could undertake the training of social workers. The general opinion was that since practically all the subjects covered by the term social service are included in the field of Provincial Administration, it would be impracticable for the training of workers to be carried out on an all-India basis. This practical training would best be done at Provincial centres. While, however, research should be the main function of the Central Institute, its students might be expected in the normal course to return to work in the Provinces and during their time at the Central Institute they would also require facilities for 'field work'. It would not be possible to decide the precise structure of the central organisation recommended by the Committee without more detailed information as to what is being done in the field of social service by various agencies, official and voluntary in various parts of the country.

The Board adopted the Committee's report generally, but decided that before implementing its recommendations Provincial Governments and voluntary agencies of all-India character should be requested to furnish detailed information regarding (i) existing agencies engaged in social service in their areas (including universities), (ii) the scope of their activities, (iii) their relation to one another and the means adopted to co-ordinate their activities. Suggestions should also be invited as to ways and means of consolidating and extending the work of social service generally and particularly among women.

The Chairman announced his intention, should the replies from the Provincial Governments justify it, of calling a conference of representatives of Provincial Governments and voluntary agencies.

The Board had also before it a letter from the Director of the Sir Dorabji Tata Graduate School of Social Work, which is given hereafter. With regard to this letter the Board considered that until the reports from the Provinces had been received it would not be feasible to consider the claims of any existing institution to be recognised as a central institute. It was, however, decided that in view of the very important work which the Tata Institute is doing in the field of social work it should be included among the agencies which it is proposed to consult in the matter.

COPY OF LETTER, DATED THE 28TH DECEMBER 1940, FROM DR. OLDFORD MANSHARDT, DIRECTOR, THE SIR DORABJI TATA GRADUATE SCHOOL OF SOCIAL WORK, BOMBAY, TO THE EDUCATIONAL COMMISSIONER WITH THE GOVERNMENT OF INDIA.

I am in receipt of the Draft Report of the Social Service and Public Administration Committee of the Central Advisory Board of Education. The principal recommendations of the Committee are:—

(1) That a centre for social research should be established, preferably in Delhi.

(2) That the centre should have closely associated with it, if not under the same direction, a training school for social workers.

(3) That the research institute, should be under the direction of an All-India Committee of about 20 members.

(4) The Government should be asked to bear the recurring cost of the Institute, which would come to about Rs. 75,000—Rs. 1,00,000 annually.

(5) That there should be provincial training schools working in close co-operation with the central institution.

I have discussed the matter with the Trustees of the Sir Dorabji Tata Graduate School of Social Work and it is our opinion that the Tata School is in a position to co-operate advantageously in this general scheme.

Our position is somewhat as follows:—

(1) The Tata School has already passed through the throes of organisation, is established and has All-India and International connections. The proposed scheme could therefore be put into immediate operation.

(2) All members of the Tata School Faculty are qualified research workers. By adding an industrial expert and an agricultural expert to the present staff, the School could carry out in a very adequate manner, both teaching and research.

(3) The Tata School has already the nucleus of a most excellent social science library and new additions are being made constantly.

(4) The Tata School is affiliated to an excellent functioning Social Settlement, while the city of Bombay offers opportunities unrivalled in India for practical work for students.

(5) Under this scheme of co-operation with the Tata School, the Government of India's contribution could be almost cut in half. The principal expense would be the salaries of the industrial and agricultural expert, mentioned in (2) above, and stipends for research students deputed to the School.

The contribution of Government would be between Rs. 25,000 and Rs. 50,000 rather than Rs. 75,000 to 1,00,000 mentioned in the Committee Report.

Our Trustees would be prepared to admit Government representatives to the Board of Trustees and to allow an Advisory Committee of 20 members as suggested by the Committee to advise regarding the research activities of the School.

This is of course a skeleton outline and detailed plans would have to be worked out, but I feel that our proposal should at least be communicated to the Central Advisory Board at its Madras meeting in January.

REPORT OF THE COMMITTEE.

1. In opening the proceedings, the Chairman observed that the memorandum circulated with the agenda indicated most of the points which the Committee were called upon to consider. The first question they had to decide was whether the establishment of a centre or centres was desirable and if so whether it could be regarded as practicable within a reasonable period. After that general point had been settled the Committee would proceed to define the functions of such a centre or centres, the scope of the subjects to be studied or investigations conducted and the necessary organisation which would be involved.

As a preliminary to their discussion, the Committee asked Dr. Manshardt as Director of The Sir Dorabji Tata Graduate School of Social Work, which is a pioneer institution in this sphere so far as India is concerned, to describe the work which was being done under his guidance. Dr. Manshardt explained in detail the organisation and activities of the Tata School.

2. The Committee felt that as they were required to consider the social services in their relation to public administration rather than public administration so far as it was concerned with social service, their investigation must embrace the activities of voluntary agencies as well as the work of public bodies and government departments. The means of correlation between these two might indeed form the primary subject for exploration and in this connection the experience of European countries and of America might be usefully studied. On the other hand a country so vast in extent as India, with such varying climatic and economic conditions and with so complicated a social structure must present problems which can only be tackled in the light of original research. The Committee, therefore, envisaged the need for a central institution at which the main issues arising in connection with social welfare in the widest sense might receive impartial and scientific examination. The principal function of such an institution would be to study social problems rather than to train social workers but emphasis was laid on the fact that if its researches were to be practical and its influence far-reaching it must be staffed by people with as wide an experience as possible of social service in a concrete form. It was to be expected that the staff and student of such a central institution would be drawn from workers in provincial centres, whether voluntary or professional, and would in due course return to practical work. It would thus be at one and the same time a clearing house of information and ideas, a research bureau, and a kind of staff college for senior social welfare officers. The Committee had before them the constitution and programme of the American Public Welfare Association and felt that these with such modifications as might be needed to meet Indian conditions might be a useful guide in determining the more detailed functions of the institution they have in mind. In order, however, that the institution might be at all times in close touch with practical problems and have some place where actual experiments could be carried out it would be extremely desirable that there should be closely associated with it, if not under the same direction, a training school for social workers. Possibly the social welfare centre which a place of the size and importance of Delhi might be expected to support would serve this object.

3. The Committee recognised that a central institution of the kind outlined above could only be justified if its work were supplemented by and closely linked with that of provincial social service centres directly in contact with local problems. The Committee were glad to note that in addition to the Tata School there are a number of voluntary agencies already engaged in this field, such as the Institute of Rural Reconstruction at Santiniketan the Co-operative Institute at Gosaba as well as the social service centres run by the Ramkrishna Mission and numerous other missionary agencies. In addition to voluntary effort, Governments, whether Central, Provincial or State, are devoting increasing attention to the social services and this tendency may be expected to develop rapidly in the near future. There is therefore a promising nucleus of varied activities, the main need of which is consistent stimulus and effective organisation. To provide this a number of provincial centres are required, whose principal object would be to correlate the activities of all social service agencies in their areas. The proposed central institution in its turn would act as a focus for the provincial centres.

4. The Committee do not wish to do more than indicate in the broadest outline the function which in their opinion these provincial centres should fulfil. In order to ensure effective correlation it is important that their management should represent as fully as possible the various organisations at work in the area. In addition to this it will be their business to conduct propaganda and to train or arrange for the training of social service workers. The field to be covered is so large that it is unlikely that any one provincial centre will possess the necessary facilities for training workers in all branches of social welfare. Full use must therefore be made for training purposes of other suitable centres in the area. Similarly in the case of the workers themselves the call for service is so great that there is no possibility of satisfying it solely by means of full-time professionals. A nucleus of these will be essential in every area and their selection and training will be matters of the first importance but they will have to be reinforced by a much larger army of part-time and voluntary workers. The provision of courses for them will be an essential feature of any successful provincial organisation. In particular the Committee felt that it would be extremely desirable that departments of Government which deal with the social services should take steps to see that their officers receive similar training either during their period of probation or subsequently. Teachers and Health officers in particular should be made aware of the wider aspects of a movement with which their own activities are intimately concerned. It is an obvious truism that progress in social welfare must very largely depend on a sympathetic attitude on the part of those occupying position of administrative responsibility.

5. The Committee also considered what direct contribution Universities might be expected to make in this sphere. While they did not regard as practicable the suggestion recently put forward that some personal participation in social service should be made a condition of the award of a degree, they felt that Universities might render help of considerable value both by enlarging the scope of their extra-mural departments and by encouraging students to regard social service as the discharge of an obligation towards the less fortunate sections of the community. The Committee recognised the part played by Universities in the Literacy Movement and were glad to learn that some Universities were already actively interesting themselves in the establishment of Universities settlements and other forms of social work.

6. In considering the general lines which training for social service should follow the Committee had in mind the fact that the problems of social work in rural areas are distinct from those in cities and that in planning courses a different method of approach would be required in each case. Apart from the need to establish training centres in rural areas as well as towns it is not less essential to ensure that the students in the former are people with a real knowledge of and interest in rural life.

7. The Committee next considered the nature of the machinery which would be required to give effect to the ideas set out in the foregoing paragraphs.

As has already been indicated, they envisaged the need of an All-India body with a central institution under its control at which the main problems could be studied. In addition to research it would be the business of the central body and the central institution to establish and maintain contact with provincial centres which would in turn stimulate and co-ordinate social service activities in their own areas. The Committee felt it was outside their terms of reference to consider in any detail what form or forms of organisation should be adopted so far as provincial or other local areas are concerned. No useful purpose would in any case be served by attempting to prescribe a uniform

system. Provided that overlapping and waste of effort are avoided, this is a subject above all others where local conditions must be taken into account and freedom to experiment encouraged.

8. The central body, which might be called the All-India Council of Social Service, and would, as its name indicates, be representative of the whole country, should not in the Committee's opinion be under the direct control of Government. Since, however, it is not reasonable to anticipate that funds sufficient to make it self-supporting will be forthcoming from private benefactions, as in the case of the Association of Public Welfare Administration endowed by the Rockefeller Foundation, and that consequently it will have to depend at any rate in its early stages largely on assistance from Government funds, some public representation will be necessary.

Without wishing to define too rigidly the composition of the Central Council the Committee felt that it should contain a Chairman and 6 members (of whom at least 2 should be women) nominated by Government, one representative of each Province and 2 representatives of Universities nominated by the Inter-University Board. Provision might be made for the representation of those Indian States which are actively interested in this subject through the Government nominees. This would mean a council of about 20 and it was thought that provided the members were persons of influence, carefully selected for their interest in and practical experience of social problems, it should be large enough for its purpose.

9. The Central Research Institute, which would be managed by the Central Council and should be located in Delhi, should have three main departments devoted to the study of Economic, Public Health and Education problems respectively.

In view of the character of the work which it will undertake and in the interests of economic the staff of the Institute need not be a large one. Quality rather than quantity should be the determining factor. The Committee were in agreement that, in order to reserve the vitality of the Institute, the Director and Heads of Departments should not be encouraged to remain there indefinitely. Their appointments should be on contract for such a period, e.g., five or seven years, as would enable them to make their influence felt throughout the country as well as to complete any important piece of research which they might be required to undertake. The Institute would also need a Registrar and a Statistician: these might be permanent appointments. The Registrar would act as Secretary to the Council.

10. In conclusion the Committee have felt it desirable to put forward some estimate of the cost of their proposals together with suggestions as to the source or sources from which it might be met. As the success of the scheme will depend to a very great extent on the personality and ability of the Director of the proposed Central Research Institute the Committee consider it necessary to offer a salary that will attract the best men available. As the appointment is to be for a period of 5—7 years and will not be pensionable, the Committee are of opinion that the salary should not be less than Rs. 1,500 per mensem.

It should be possible to obtain men of the requisite calibre as Heads of the proposed departments for Rs. 500—700 each per mensem and Rs. 750 per mensem should cover the combined salaries of the Registrar and Statistician. Generous allowance should also be made for stipends in the case of research workers of outstanding ability who would otherwise be able to support themselves at the Institute. The Committee do not consider that in the beginning at any rate it would be necessary to incur any serious non-recurring expenditure in connection with this scheme as it should be possible to hire accommo-

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system. Provided that overlapping and waste of effort are avoided, this is a subject above all others, where local conditions must be taken into account and freedom to experiment encouraged.

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It should be possible to obtain men of the requisite calibre as Heads of the three proposed departments for Rs. 500—700 each per mensem and Rs. 750 per mensem should cover the combined salaries of the Registrar and Statistician. Generous allowance should also be made for stipends in the case of research workers of outstanding ability who would otherwise be able to support themselves at the Institute. The Committee do not consider that in the beginning at any rate it would be necessary to incur any serious non-recurring expenditure in connection with this scheme as it should be possible to hire accommo-

dation in Delhi that would house adequately an Institution of the modest size contemplated. When the rent of premises and normal maintenance charges, including clerical staff, are added to the salaries suggested above it would appear that between Rs. 75,000 and Rs. 1 lakh would be needed to meet the annual recurring cost.

The Committee hope that if the scheme succeeds and by its success attracts increased attention to the importance of social welfare work in the interest of the community at large, it will in due course receive a growing measure of financial support both from public bodies and from private benefactors. They also take it for granted that the proposed All-India Council of Social Service and the staff of the Institute will make every effort to build up an endowment fund which will ultimately place the Institute on a self-supporting basis. At the start, however, they realise that the bulk if not the whole of the expenditure involved will have to be met from public funds and they regard the contribution which this project might make to the general well-being of India as so great that they have no hesitation in recommending the Central Government to accept the whole responsibility for an initial period of 5 years.

Main Conclusions and Recommendations.

I. (a) That there should be established in India, preferably at Delhi, a centre in which an impartial and thorough examination of the problems connected with the Social Services and Public Administration in its relation to the Social Services, could be carried out.

(b) That for this purpose a central body, to be called the All-India Council of Social Service, should be set up with an Institute for research under its control.

(c) In order that the institution might be at all times in close touch with practical problems and have some place where actual experiments could be carried out it would be extremely desirable that there should be closely associated with it, if not under the same direction, a training school for social workers.

II. That in each province and other large administrative area there should be at least one centre affiliated with the All-India Council the main object of which would be to stimulate and co-ordinate the work of social service agencies, voluntary and official, in the area and to arrange for the training of social workers of all grades.

III. That training in social work should be given to the official of public departments concerned with the social services as well as to the workers of voluntary bodies.

IV. That every University in India should have a department for extra-mural work in charge of an officer who has had a thorough training in Social Service.

V. That as most of India's population is in the rural areas, corresponding importance should be attached to training for service in rural areas persons with a real knowledge of and interest in country life.

VI. That the composition of the proposed All-India Council of Social Service and the staff of the proposed Central Institute and their remuneration should be as set out in paragraphs 11—14 of the report.

VII. That the annual recurring cost of the Central Institute estimated at between Rs. 75,000 and Rs. 1,00,000 should be borne by the Government of India for an initial period of 5 years.

VIII. That every effort should be made to build up an endowment fund which would make the Central Institute self-supporting within a reasonable period.

MAURICE GWYER (*Chairman*)
G. D. BARNE,
CLIFFORD MANASHARDT.
R. P. MASANI.
R. C. MAZUMDAR.
A. F. RAHMAN.
JOHN SARGENT.
SHRI RAM.

NOTE OF DISSENT BY DR. CLIFFORD MANSHARDT.

I approve of the report except for the first paragraph in Section 13 on page 4. It is quite right that the Committee decided that the Research Institute should have three main departments devoted to the study of Economic, Public Health and Educational problems respectively. I personally, however, do not feel that this division represents in an adequate manner the functions of a Social Research Institute. I feel that the Institute could more profitably devote its attention to:—

- (a) A study of the problems connected with Family, and Child Welfare.
- (b) Economic problems: Industrial and Agricultural.
- (c) *Social Pathology*—problems arising out of maladjustments between the individual and the social structure, which covers the range of problems such as property, unemployment, ill-health, mental deficiency, crime, problems arising out of physical defects, etc.

REPORT OF THE SCHOOL BUILDINGS COMMITTEE, 1941, TOGETHER WITH THE DECISIONS OF THE BOARD THEREON

At their meeting held at Hyderabad-Deccan on the 14th and 15th January 1942, the Central Advisory Board of Education considered, *inter alia*, the report of the Committee appointed by them at their meeting in January 1941, to examine what steps could be taken in the interests of efficiency and economy to improve the planning, construction and equipment of school buildings. The Board adopted the recommendations of the Committee and further decided that—

(i) The Educational Commissioner should be authorised to reproduce in book form the material contained in the report together with such further information including illustrations, plans, costings, and estimates as he may consider necessary.

(ii) The Educational Commissioner should be asked to prepare a detailed note on the question of financing substantial schemes of non-recurring educational expenditure out of loans, a general principle which has the Board's strong support.

(iii) The Educational Commissioner should be authorised to appoint an expert Committee to prescribe adequate standards for Indian schools in respect of lighting, heating and ventilation.

REPORT OF THE COMMITTEE.

In opening the proceedings the Chairman welcomed the Members of the Committee and explained briefly the reasons which had led to its being set up. He stated that during the last ten years, a considerable amount of research work had been done in the western countries and in particular by the National Institute of Industrial Psychology, Great Britain in co-operation with Education Authorities with the object of determining the environmental conditions under which both teachers and children would be capable of the maximum output without undue fatigue. They had been led to undertake this enquiry in view of the surprisingly successful results which had attended a similar investigation into factory conditions. The outcome of the enquiry had more than justified the labour and expense involved and had shown that there were scientific principles which if applied to the design and planning of schools would greatly improve their efficiency without necessarily increasing their cost. It had been conclusively shown that it was possible to prescribe and secure standards particularly in regard to lighting, heating and ventilation which eliminated unnecessary strain and fatigue and thereby increased output. The fact had of course to be recognised that a large number of schools in this country were housed in buildings that were never intended to be used as schools and that even in the case of new schools, financial considerations tended everywhere to determine construction. At the same time he felt that in India, where climatic conditions might simplify the building problem in some places and complicate it in others, any practical contribution towards the solution of the issue submitted to the Committee would be of immediate value to every authority responsible for the erection or provision of schools. In his opinion the function of the Committee was not to attempt to prescribe building standards for universal adoption but having due regard to essential educational requirements, climatic considerations and the need for economy to indicate possible alternatives in the way of school planning and construction for the guidance of all authorities concerned with these matters.

Scope of the Enquiry.—Although the terms of reference do not delimit in any way the extent of the enquiry, the Committee first considered whether it would be desirable and practicable to extend the investigation to cover educa-

tional institutions beyond the high school stage. It was felt that as the planning of technical and art institutions, university colleges and universities, and even training colleges and normal schools, would be largely determined by the particular nature of the work which they would be called upon to undertake and as this would vary from institution to institution to a greater or less degree, the prescribing of any schedule of accommodation, arrangement of buildings, etc., that would be generally applicable, would be an impossible task. It was, however, agreed that it might be feasible to lay down certain principles which might be observed in the design and planning of the buildings for such institutions (Cf. Section 13).

2. *Class room area per pupil.*—The Committee felt that as the principal unit in the types of school under consideration is and is likely to remain the ordinary class room, they should start by determining the superficial and cubic area which each pupil should be allotted in a room of this kind in order to secure for him or her reasonable space for movement and an adequate supply of fresh air. The standard prescribed by the Board of Education, England, is 10 sq. ft. for every pupil under 11 years of age and 12 sq. ft. for those over 11, with a minimum height of 11 ft. if the room has a flat ceiling. It was recognised that in England class rooms at all stages of education, would be provided with desks or with chairs and tables and that the presence of furniture involved a greater demand on floor space than the habit of sitting on the floor, which is prevalent throughout primary schools in India. On the other hand climatic conditions in many parts of India increase the importance as well as the difficulty of securing an adequate air supply for every pupil.

The Committee came to the conclusion that 10 sq. ft. should be recommended as the minimum floor area per pupil in Primary Schools and 12 sq. ft. in Middle and High Schools. The minimum height of class rooms should be 12 ft., but this should be interpreted as the average mean height where the roofs are not flat. It was agreed that this height might be reduced by 1 foot or possibly more when one or more sides of the class room are entirely open to the air. The height should in no case be reduced below the level necessary to secure both sufficient natural lighting and efficient heating (or cooling as the case may be).

The same floor and air space would be required for girls as for boys.

3. *Minimum sizes of rooms.*—(a) *Ordinary class rooms.*—Having set out what they regard as the minimum superficial and cubic space which is required for each pupil, the Committee with the object of deciding the size of an ordinary class room proceeded to consider the maximum number of pupils which it should be designed to accommodate. This they agreed should be fixed at 40 in Primary Schools and at 35 in Middle and High Schools, the standard to be the same both for boys and girls and for schools in urban and in rural areas. It would, however, obviously promote economic construction and facilitate the transfer of schools from one grade to another as required, if the class rooms in all types of schools in the same area could be of a uniform size. The adoption of what is known as the 'convertible unit' has proved of the utmost utility in schemes for educational reorganisation in Great Britain where a school planned for junior children might subsequently be required for seniors and *vice versa*. On the basis of 10 sq. ft. each for 40 pupils in a Primary School and 12 sq. ft. each for 35 in a Middle and High School as suggested in the previous chapter the minimum floor area for a class room would vary between 400—420 sq. ft. in the type of school now under consideration. The Committee therefore came to the conclusion that a minimum floor area of 400 sq. ft., or a little over might safely be prescribed for the ordinary class room in any type of school, though where funds permit this might be extended up to 480 sq. ft. with advantage from the purely educational standpoint.

(b) *Special rooms.*—The Committee next considered the floor areas which should be provided for laboratories and practical rooms, *i.e.*, rooms for the teaching of various arts and crafts, in schools of different types. So far as Primary Schools are concerned, it was felt unnecessary to have any special provision for science teaching and for practical work since in neither case at this stage would the use of any but the simplest apparatus or equipment be involved and an ordinary class room of the size already prescribed should be large enough to satisfy normal requirements. In those schools, however, which provide specially for infants and nursery classes there should be rooms of 600 sq. ft. for these, since very small children need approximately 50 per cent more floor space for the free movement which is now accepted as an essential feature of kindergarten training. In Middle Schools which do not form part of High Schools and will in most cases serve rural areas, it is unlikely that science will be taught on lines which will involve much practical work requiring the use by students of anything beyond very simple apparatus. In most schools also it will be found necessary to divide classes for science so that the average size will not exceed 20. It was therefore felt that a room of the ordinary class room size *i.e.*, a 400 sq. ft. unit, would suffice. Where, however, it was found necessary or desirable that a whole class (*i.e.*, max. of 35—40) should take science together, it was suggested that two 400 sq. ft. class room units with a removable partition could be combined when required into a science laboratory of 800 sq. ft.

In High Schools it was agreed that both for science laboratories and for arts and crafts a room equivalent in area to two class room units, *viz.*, 800 sq. ft. would be needed for a half class.

4. *Minimum accommodation required in schools of various types.*—Having thus defined the floor area of the main types of room required in a school building by multiplying the number of pupils in a given class by the number of sq. ft. which each of them needs for reasonably comfortable and hygienic working, the Committee next considered what should be the minimum accommodation (including rooms both for teaching and non-teaching purposes) which ought to be provided for schools of different sizes at each of the three main stages of education with which they are concerned, *viz.*, Primary Schools, Middle Schools (which do not form part of High Schools), High Schools (including Middle sections). The Committee wish to make it clear that in drawing up a schedule of accommodation they have no intention of trying to lay down hard and fast rules. Their main object is to indicate in a fairly precise way the minimum accommodation which in their opinion will allow schools of varying sizes at the three different stages specified to work efficiently. In the interests of economy which is a consideration of paramount importance in most parts of India so far as school buildings are concerned, they have not suggested the provision of any rooms which, however, desirable cannot be regarded as essential. For instance there can be little question that a separate hall is extremely desirable for corporate activities in a large Primary or Middle School; similarly in a large High School a separate Hall (and gymnasium and, when any considerable number of pupils take meals at school, a separate dining room will not only add enormously to the amenities of the school but will also greatly facilitate the task of organisation. Extra accommodation of this kind should certainly be provided when funds allow.

The schedules of accommodation set out below have been drawn up with due regard to the activities covered by the normal curriculum in schools of the type specified. The Committee recognise that whenever the curriculum departs from the normal, *e.g.*, in giving a much greater amount of time to handicrafts more practical rooms and possibly less ordinary class rooms will be required. It is also not the intention of the Committee to suggest that the sizes of school chosen by them for the purpose of illustration are either those that

exist or those that should be adopted for ideal organisation. The reasons which led to their selection will no doubt be sufficiently apparent. At the same time it is desirable to point out that in cases where the size of school need not be finally determined by the number of pupils available, there is an optimum size at each stage of education which enables the most economic use to be made of the accommodation and staff, and in particular of the special rooms and specialist teachers. For example, if there are 30 teaching periods in a school week and the average number of periods per week which each class or half-class devotes to a practical subject such as wood and metal work or spinning and weaving or domestic science is three, then a school with ten classes or half classes will enable the special room and teacher provided for each of these subjects to be fully employed. If there are fewer classes than ten, then expensive accommodation and equipment and a specialist teacher will be standing idle part of the time while if there are more, additional special rooms and teachers will be required and these again, will not be fully employed until the number of classes doubles the original figure. Classes however, cannot be multiplied indefinitely for there is fundamental educational consideration which ought always to limit size. When any school gets beyond a certain number—experience suggests about 500 pupils—it begins to lose certain characteristics which are essential to the conception of a good school, e.g., the Head is no longer able to maintain contact with individual pupils and parents and the pupils themselves cease to be conscious of being members of a living corporate entity.

On the other hand a warning must be uttered against any assumption that the organisation of the school can or ought to be unduly simplified purely in the interest of economising space. Apart from the splitting of classes for science and practical subjects which is usual throughout the world, most schools in India are faced with a further cross-classification to provide for language teaching. The provision of a reasonable margin of accommodation particularly at the higher stages is consequently inevitably. The Committee have met this need by recommending the provision of a class-room for each class or class section in addition to laboratories and practical rooms. When the latter are used to anything like their full capacity, it must follow that there will always be some class rooms available for language groups.

Before drawing up a schedule the Committee examined the needs of schools of the three new types for teaching and non-teaching accommodation.

(a) *Primary Schools*.—There are certain needs common to all Primary Schools. The Committee are strongly of opinion that to secure the conditions necessary for effective teaching each teacher whether in charge of one or more classes or class sections should have a class room to himself.

The Committee also recognise the educational advantage of every school having some place where all the pupils can be assembled from time to time for school functions, religious exercises and other forms of corporate activity, and which in variable climates can be used for physical training, music, rhythmic exercises, dramatics, etc., which require more space than that afforded by the ordinary class-room. For reasons given earlier in this report they are unable to regard the provision of separate halls as an essential part of the accommodation of a Primary School. At the same time they think that other less expensive means might be found of providing the space required. The most obvious of these is to arrange that the partitions between class rooms should be capable of being removed and replaced, so that two or more class rooms can be thrown together when a larger room is required. The Committee do not favour the movable partition commonly used in schools in Europe partly owing to its cost and partly because it would be unlikely to stand up to Indian

climatic conditions. It was however, suggested that partitions might be made of bamboo or other light screens which could be easily lifted out and put back, though doubts were expressed as to whether partitions of this nature would be effective in excluding sound and possible disturbance from the adjoining class room. The most promising alternative appeared to lie in an extended use of verandahs. Various designs (which will be incorporated in the proposed book of school plans) were suggested for enlarging verandahs so that they might provide some at any rate of the facilities normally afforded by a school hall. Apart from their use in this particular capacity the Committee wished to emphasise the importance of verandahs in all types of school buildings and particularly in those for schools in rural areas. In many districts a verandah will be an essential protection against excessive heat or heavy rain. It can also be used for open air classes in suitable weather. To be of the greatest use in these connections it should not be less than 8 ft. in depth. Its position in the plan will naturally be determined by the orientation of the main building which should itself be influenced so far as possible by the climatic conditions prevailing in the area.

In addition to the rooms required for actual teaching purposes the Committee regard adequate storage accommodation as essential in even the smallest school, particularly in view of the increased amount of practical work which is now being introduced into the curriculum, and the desirability of preserving specimens of the hand work done by the children. The accumulation of litter in the class room must on all accounts be avoided and the sort of almirah usually provided tends to occupy far too much space. A separate store-room, the size of which will obviously vary with the size of the school, should therefore be provided wherever possible. The Committee do not regard the built-in cupboard, common in modern school buildings in western countries as a practicable alternative owing both to Indian climatic conditions and to the nature of the construction of most primary schools but they feel that where the type of construction allows, the possibility of providing recesses in the walls of class rooms in which almirahs can be placed so as to avoid encroaching on floor space should be explored.

The Committee also attach importance particularly in the larger primary schools to some place being provided where the staff can do such administrative work as falls to their lot, interview parents and enjoy reasonable privacy in the intervals between lessons. Improvements in primary education are bound up to no small extent with raising the status of the teacher in the eyes of the public and it is felt that the provision of reasonable amenities for teachers in the school premises will help towards this end.

In the light of the foregoing general considerations it is possible to suggest the minimum accommodation which should be provided for Primary Schools of different sizes. As has been already stated the sizes taken by the Committee are not to be regarded as ideal units. In any case the predominant factor in setting the size of a school must be the number of children available. Nevertheless it is hoped that the units selected will illustrate satisfactorily what the Committee have in mind and that there will be little difficulty in adding to or subtracting from the schedule of accommodation suggested to meet the needs of schools of different sizes. Sanitary arrangements will be dealt with separately under Sanitation (pp. 45—47) and the question of the area needed for playing space and physical training under Sites (pp. 51—54).

While the Committee hope that in the interest of efficiency the single teacher school with its obvious drawbacks will be progressively eliminated, they are bound to accept the fact that a very large proportion of primary schools particularly in rural areas will remain of the two teacher type. In view of their

large number and the very limited resources of the authorities usually responsible for creating and maintaining them, the Committee felt the paramount need of restricting the schedule to the very minimum *i.e.*, 2 class rooms of the minimum size already prescribed *viz.*, 400 sq. ft. with a verandah wherever possible and a small room for storage. Where the store room is large enough a portion of it should be partitioned off for the use of the teachers. The next size taken is the 5-teacher school which provides a separate class section for each of the five years normally covered by the Primary course. In addition to the five class room units it is suggested that an extra unit (400 sq. ft.) should be provided to be subdivided into a teachers' room and store room. In larger primary schools importance is attached to the provision in addition to ordinary class rooms and rooms for teachers and storage of an additional unit to be used as a reading room and library.

No special rooms are suggested for science and handicrafts in Primary Schools as at this stage these subjects, where they are taken, can be catered for in an ordinary class room. For the reasons given earlier the Committee are unable to recommend the provision of separate Assembly Halls for Primary Schools.

(b) *Middle Schools not forming part of High Schools.*—(N. B.—Where Middle Schools contain Primary departments the accommodation for the latter should be determined in accordance with the schedule prescribed for Primary Schools).

The middle stage normally covers 3 years and the Committee have assumed that self-contained middle schools will contain 3 classes or some multiple of 3 classes. Each class or class section will require a class room of the standard size. In a 3-class school one additional standard unit (400 sq. ft. approx.) should suffice for science and another for art and handicraft. Bigger schools may require 2 additional units for one or both of these subjects but this will be determined by the number or size of classes and the amount of time allotted to these subjects in the time table.

The reasons which have deterred the Committee from prescribing separate Assembly Halls in Primary Schools apply also in the case of Middle Schools. In all these schools however, there should be an additional unit or its equivalent in floor space, for office and library and another for teachers and storage. Very large schools will require a separate unit for the library and two more for the other purposes specified.

(c) *High Schools (with Middle Sections).*—(N. B.—When High Schools contain Primary as well as Middle sections the accommodation for the Primary department should be determined in accordance with the schedule prescribed for Primary Schools).

In most parts of India the High (including Middle) School course covers 5 years. It will therefore normally contain 5 classes or some multiple of 5 classes, though for reasons already given the Committee would regard a school with 20 classes as the largest which under any circumstances could be accepted as an efficient unit for educational purposes.

The five-class High School in addition to 5 class rooms of the standard sizes (400 sq. ft. unit) should also contain a Science Laboratory (2 units), an Art and Craft Room (2 units), a Practical room for handicrafts, including Domestic Science in the case of girls (2 units), a Library and Reading Room (1 unit). The Committee were strongly of the opinion that in view of the increasing importance attached to these subjects at this stage there should be special rooms of a larger size *e.g.*, 600 sq. ft. for History and Geography. These may be provided in place of 2 ordinary class room units but it was felt that where the need exists to make special provision for language teaching, the History and Geography rooms should be in addition to the normal class room

accommodation. Apart from the rooms required for teaching purposes there should be a Headmaster's (or Headmistress's) room and office (1 unit), Staff room (1 unit), and a store room ($\frac{1}{2}$ unit). Extra-curricular activities should receive special encouragement at the High School stage and the Committee are of opinion that every High School should have accommodation for these including a room for Boy Scouts or Girl Guides ($\frac{1}{2}$ unit). There should also be a retiring room for girls, the size depending on the number of girls on the register. In the case of schools containing more than 5 classes the teaching accommodation should be increased proportionately though the additions required to the laboratories and practical rooms will obviously be determined in the light of the time devoted to the subjects concerned. There is a small but increasing number of High Schools which include classes XI and XII. In such cases an additional small laboratory (1 unit) would be necessary over and above extra class-room provisions, where Science is taken.

The Committee regard the provision of an Assembly Hall and/or Gymnasium as extremely desirable in every large High School. The very high cost of such provision is the sole reason which has led them to exclude it from the minimum schedule of accommodation.

5. *Dimensions of Rooms.*—Apart from the question of the floor area, the actual dimensions of rooms used for teaching purposes deserve consideration.

Experience suggests that for convenient class arrangement and blackboard visibility a slightly rectangular room is better than a square one. The standard class room unit of approximately 400 sq. ft. should preferably be 22' \times 18' rather than 20' \times 20'. Moreover when it may be necessary to combine two units to form a laboratory or practical room an area 22' \times 36' has obvious advantages over one 20' \times 40'. The importance of having minimum dimensions for class rooms and particularly for laboratories and practical rooms has been stressed in recent pamphlets on school buildings issued by the Board of Education (England). The Committee, however, do not overlook the fact that adherence to a uniform square unit may simplify the question of planning and reduce the cost of construction. In a subsequent section of this report (*cf.* Section 12) they make suggestions which will allow laboratories and practical rooms to be of the requisite shape without affecting the economic planning of the main building. Special consideration, however, is required in the case of Assembly Halls and/or Gymnasias, where provided. The minimum dimensions of a Gymnasium or any room which it is intended to use for physical training should be 60' \times 30'. Assembly Halls should provide at least 4 sq. ft. per pupil or person to be accommodated and the proportion of length (including stage) to breadth should not be less than 5:3. A gallery is a cheap and effective method of adding to the holding capacity: it can also be designed to improve acoustics.

The Committee gave special consideration to the provision which should be made for those pupils who take meals at school. The requirements of hostels are dealt with separately (*cf.* Section 10). The Committee strongly deprecate the provision of separate dining rooms for different castes. It is essential to the conception of a school that pupils should take their food together, subject of course to both vegetarian and non-vegetarian food being provided were desired. The Committee recognise, however, that economic and other considerations must largely determine the nature of the arrangements made for school meals.

They contemplate that in some areas and particularly in schools attended by the children of the well-to-do it may be feasible to provide separate dining rooms in which pupils will take their meals seated at tables in western fashion. Another alternative is the standing buffet or milk bar where pupils will be

able to obtain meals or supplement food brought from home. Thirdly, there is the provision of a simple weather-proof shed with a clean floor where food may be taken in Indian fashion. In all cases, the Committee feel that the arrangements made should be as simple and inexpensive as is consistent with cleanliness and decency but they emphasise the fact that the value of the school meal as a means of inculcating hygienic habits and good manners can hardly be exaggerated. Where separate accommodation is provided for dining the size of the room must be determined in the light of the number of pupils likely to take meals at school. Care should be taken to see that kitchens, pantries, etc., while conveniently situated in relation to the dining room, are not so placed that the smell of cooking will permeate the class or other teaching rooms.

6. *Special requirements of Technical High Schools and Junior Technical Schools not accommodated in Senior Technical Institutions.*—Pupils in Schools of this type at any rate during the later years of the course will devote a much greater proportion of their time to practical work than those in the normal high schools. Increased provision of workshop, drawing and office accommodation will thus be required. Since provision of this kind will probably be available during the day time at any Technical College or Institute, the advantage of housing Technical High Schools and Junior Technical Schools in senior Technical Institutions, wherever possible, needs no emphasis.

Where however, senior technical institutions are not available for this purpose special additional accommodation over and above that recommended for the ordinary High School will be required. A Technical High School containing 360—400 pupils should have 2 additional workshops and a drawing office. Each of these should have floor space equivalent to that of 2 standard units *viz.*, 2×400 sq. ft. = 800 sq. ft. and should be provided in addition with adequate storage and a small room for the instructor in charge. In view of the large amount of time which Technical High School pupils spend in laboratories and workshops, it may be practicable, even though it complicates organisation, to make some reduction in the number of ordinary class rooms provided. In no case, however, can a laboratory or craft room be treated as equivalent to more than half a class-room.

7. *Special accommodation needed in Schools for Physically or Mentally Defective Children.*—Consideration was next given to the question whether any special accommodation is needed in the case of schools for children suffering from physical or mental defects. So little attention has hitherto been paid in India to this particular problem, that the Committee were doubtful whether such practical experience as is available would be sufficient to enable them to make specific recommendations. They felt it desirable, however to record the opinion that although the average number in a class in the special schools for these children would be considerably smaller as a rule than that in an ordinary school, this should not be regarded as an adequate reason for reducing the size of any class room below that of the standard unit prescribed for normal children *viz.*, 400 sq. ft. Children with physical defects require more space for movement and often need special furniture, while in a mentally sub-normal class freedom of movement, variety of practical occupations and personal supervision by the teacher all demand ample floor space. It is likely that much experiment will be necessary before the type of accommodation especially suited to Indian conditions can be discovered.

8. *Additional accommodation for schools likely to be used also for Adult Education.*—Considerations of economy alone make it inevitable that enterprises connected with Adult Education should have to share the buildings as well as the staffs belonging primarily to other branches of Education. This

fact, however, should not prevent some provision for adult classes being made in the planning of schools, particularly in rural areas. In all the larger schools of this type a separate full size room (*i.e.*, one unit) should be provided for the use of adults. It is not considered necessary however to prescribe additional accommodation for adult classes in urban areas as it is felt that these would usually contain a High School or schools with a variety of suitable rooms or even a technical institute which could be placed at the disposal of adult classes out of normal school hours. The desirability of providing cultural and recreational facilities for adults in all technical institutions is being increasingly recognised.

As Adults have to be attracted to attend classes, it is important that the conditions under which such classes are held should be reasonably comfortable. The creation of a club rather than a school atmosphere is highly desirable and the furnishing of schools, likely to be used for adult education should be considered from this point of view. A library and reading room is an essential requisite in every adult centre and wherever possible rooms suitable for music, dramatics, discussion groups, etc., should be made available.

9. *Lighting, Heating, Ventilation and Sanitation.*—The need for scientific standards in the case of lighting, heating, ventilation and sanitation was discussed next. The Committee were agreed as to the extreme importance of securing adequate standards in these respects in all schools. It was felt that even where genuine efforts are made to provide good buildings, too little attention is paid to determining what in fact constitutes the conditions under which both teachers and taught are likely to give of their best. Climatic conditions in many parts of India put a premium on the need for making certain that such factors as eye-strain, uncomfortable temperatures and inadequate ventilation are not subjecting the inhabitants of a school to unnecessary fatigue. It has been ascertained by scientific research in recent years in western countries that there is a mean between too much and too little light, too much and too little heat too much and too little draught, the attainment of which automatically reduces fatigue and increases output. It has also been found that these standards can be applied to school buildings without in any way increasing their cost. It is a question of design rather than of materials. The Committee feel that the ascertainment of such standards for Indian schools is a matter of urgent importance which should be investigated without delay by an expert committee.

The Committee lay equal stress on the desirability of adopting adequate standards in connection with sanitary accommodation. Much has to be done in the way of improving personal and social hygiene in the schools, but habits of cleanliness cannot be inculcated, and maintained so long as the washing facilities and other necessary conveniences remain hopelessly inadequately. Although hygienic standards in this country generally are rising, it must be admitted that facilities for sanitary arrangements even in schools for the well-to-do usually fall far below any reasonable standard.

Where there is a water-carriage system available every school should be compelled to make use of it. There should be a generous supply of water, soap and clean towels to serve the needs of pupils after exercise or other practical activities and wherever possible showers, and wash basins should be provided. The Board of Education, England, prescribes a minimum of 12 basins for the first hundred children and 4 for each additional hundred. With the growing attention now being given to games and physical exercises it is highly desirable to have a changing room of adequate dimensions for the number involved. In connection with this showerbaths on the basis of at least one per 25 pupils should be provided. Sprays and circular washing fountains are

also recommended. In each washing room a small sink (about 14" by 9") for filling jugs and washing inkpots is desirable.

The Committee realise, however, that at the present time and for a long while to come the vast majority of schools will be situated in places not only where there is no water-carriage system but also where the supply of water itself is strictly limited. Even so they attach so much importance to a proper supply of water for school purposes that they have no hesitation in prescribing that every school should be provided with a sufficiently deep and peucca well. An area, not less than six feet in the width around the mouth of the well should be paved and made impervious, and the pavement sloped outward, should be at such a height as to allow the waste water to be carried through an open drain as far as the school garden. A cistern should be placed on a high platform for storing sufficient quantity of water for various sanitary purposes. The mouth of the well should be protected with a parapet of a sufficient height to prevent any water splashing back into the well, should anyone be washing or bathing nearby, as is the traditional custom in Indian villages. In areas where the subsoil water level is fairly high, tube wells should be provided if arrangement can be made for their being kept in proper order and in others an open dug-out tank suitably protected may serve for washing purposes.

Apart from water for washing an adequate supply of drinking water is essential in all schools. The best way of providing this where water is laid on is by drinking fountains of the bubble or spray type. There should be one drinking fountain for every hundred pupils with a minimum of two. The provision of a sink with water taps at convenient heights for filling jugs, etc. is desirable. In the absence of a water-carriage system, tanks with taps and securable lids, and with facilities for emptying and cleaning are recommended for drinking purposes. Jars with taps and a siphon system have also been found satisfactory.

In schools, where a water-carriage system exists, the W. Cs. and urinals may be placed adjacent to or even in the main building. If there are kept scrupulously clean, as they always should be, and if the children are trained in their proper use from their earliest years, there is no reason why this proximity should have any unpleasant effects, while from the point of view of convenience and discipline it will have obvious advantages. Wherever possible latrine accommodation should be within easy reach of the playgrounds and playing fields. Where this is, not possible, some separate accommodation will have to be arranged. W. Cs. and urinals should be well-lighted and ventilated and so constructed that their cleaning is an easy matter. The following may be regarded as the minimum requirements where a water-carriage system is available:—

*Girls 6 W. Cs. for first 100 and 2 for each additional 100.

*Boys 3 W. Cs. for the first 100 and 2 for each additional 100.

Urinals where provided should be on the basis of 10 ft. run per 100 boys.

The size of the water closets should be about 2 ft. 6 inches by 4 ft. 6 inches. Doors should not be more than 6 ft. in overall height. In infants' W. Cs. the chains should be of a length which can conveniently be used by small children. The walls should be finished by some smooth, hard surface upon which writing is impossible.

*The Board of Education recommendations are:—

Girls: 6 W. Cs. for first 100 and 4 W. Cs. for each additional 100.

Boys: 4 W. Cs. and 10 ft. run of urinals for first 100 3 W. Cs. and 10 ft. run of urinals for each additional 100.

where a water-supply is not available, the Committee considered with the advice of experts the respective advantages of the following systems:—

(1) Bore hole, (2) Septic tank, (3) Dry closet (as used in rural schools in England), and (4) Service latrine.

The Committee have placed these in what they would regard as their order of utility for India generally; they do not favour the service latrine when it can be avoided. They realise, however, that local conditions and customs will largely determine the choice. The point to which they attach chief importance is that whichever type is chosen, it should be used and maintained in the best possible way. The Committee have been able to obtain from experts detailed descriptions of each of these systems and it is proposed that these should be included in the book which the Committee have in mind.

The Committee do not wish to conclude this section of their report without emphasising the extreme importance which ought everywhere to be attached to the maintenance of the highest possible hygienic standards in every type of school. The dangers likely to arise from inadequate drainage, the presence of avoidable litter and the insanitary practice of spitting are no doubt becoming better known but they are still far too often ignored in practice. Apart from the effect of clean and attractive surroundings on their physical well-being pupils will be found to react favourably in many other ways to a pleasant environment. Hygienic buildings have been proved by experience to be a strong inducement to the cultivation of hygienic habits by those who occupy them.

The Committee are aware that a very large proportion of the schools in this country are housed in rented buildings. While it may not be reasonable to require that all such buildings now in use should conform to the standards recommended in this report, the use of those which fall seriously short of them should be discontinued in the interest of the pupils' health at the earliest opportunity. Where it is necessary in future to have recourse to hired buildings, they should in all cases be inspected by a responsible officer of the Education Department in conjunction with an officer of the Public Health Department. Recognition should not be granted unless in respect of floor space, lighting, ventilation and sanitation they approximate closely to the requirements set out in this report.

10. *Hostels*.—In considering the nature and amount of the accommodation required for hostels, the Committee have taken as a convenient unit a hostel for 24 boarders, but the general requirements specified may be taken to apply with the necessary adjustments to smaller or larger units.

Sleeping arrangements may consist of open dormitories or partitioned cubicles or separate single rooms, but in the Committee's opinion, at any rate for boys and for girls up to the age of 16 or 17, an open dormitory is much to be preferred. It is more easily cleaned and aired, it is less dangerous in case of fire and it lends itself better to efficient supervision. A dormitory with 12 beds is a very desirable size. In girls school separate dormitories should be provided for all girls above 12.

A floor areas of not less than 50 to 55 sq. ft. should be provided for each occupant and the distance between beds should not be less than 3 ft. Where a dormitory is divided into cubicles each cubicle should have its own window. If dormitories or cubicles are not furnished with cupboards, a separate room or rooms should be provided for keeping clothes. In addition to dormitories a hostel should contain adequate living accommodation for use during out-of-school hours—i.e., for study and recreation. A space of 20 sq. ft. per pupil is desirable in this respect. Proper quarters should also be provided for the person or persons in charge of the hostel and in High School hostels bed

sitting rooms 10' × 8' should be given to prefects. A separate room should also be provided for meals but as stated elsewhere the provision of separate rooms for different castes or communities should be strongly discouraged. The kitchen, which should be as close as possible to the dining room, should be spacious and airy. While the actual cooking arrangements will naturally conform to local custom, ample storage space is essential. Modern labour saving appliances should be installed wherever practicable.

Arrangements for washing and bathing may be provided within easy reach from the dormitories. At least one shower is needed for every 10 boarders and one closet for every 5. For boys, urinals may be in the same scale as in the day-schools. Separate sanitary arrangements should be made for staff and for servants.

In every hostel there should be one or two rooms according to the number of occupants which can be used in case of sickness and effectively isolated. In a two-storeyed building, a sick room is necessary on each floor. In large hostels, a separate building will be necessary for infectious diseases, which should be self-contained with its own kitchen, sanitary and other facilities. The Committee are of opinion that the following schedule would be adequate but in no way extravagant for a hostel to house 24 boarders:—

2 Dormitories, for 12 each (each 600—660 sq. ft.).

1 Common Room for recreation (480 sq. ft.).

1 Study Room (480 sq. ft.).

1 Supervisor's (Bed-sitting) room.

1 Dining room.

1 Kitchen.

1 Store room.

1 Box room (small).

1 Fuel room.

1 Sick Room.

(1 water room where there is no water carriage system)

Baths and closets as prescribed.

Servants quarters.

Verandahs in hostels will serve the same useful purposes as in schools.

11. *Furniture and Equipment.*—In considering what furniture and equipment should be recommended for ordinary class rooms in Primary and Middle schools the Committee found themselves confronted by a more than usually sharp conflict between what is desirable educationally and what is practicable economically. In India at the present time the usual practice is for children in Primary schools to sit on the floor and for those in High schools to sit at desks or chairs and tables. In Western countries much importance is attached for health reasons to younger children in particular adopting a correct posture when at work and above all to proper support being provided for their backs during the period when the major bones are in process of hardening. Special care is taken to see that school desks and chairs are scientifically designed with this object in view.

In theory, therefore, at any rate the present Indian practice ought to be reversed. It was, however, suggested that sitting on the floor, provided that the floor is clean and dry, would not be detrimental to health if some simple means of affording back support could be devised. Before deciding to make any recommendations which would entail heavy expense on the authorities responsible for equipping Primary schools the Committee felt they should seek expert advice on the medical issue involved. They accordingly referred the question of the desirability of providing furniture at the Middle and Primary stages to the Committee set up by the Chairman of the Central Advisory Boards

of Education and Health in 1941, to consider what steps should be taken to improve the physical condition of school children. As will be seen from their report that Committee attach great importance to the effect of posture on a child's health and growth but consider that the matter requires special investigation by a body of experts. Without such an investigation it is not possible in their opinion to assess the ill-effects, if any, which the habit of squatting on the floor is having on the health of primary school children. Where, however, chairs or desks are supplied care should be taken to see that they are designed to give support in the right place. The Committee are of opinion that this is a matter which requires further investigation as suggested above.

Apart from this particular issue the problem of furnishing and equipping a primary school is a comparatively simple one. For obvious reasons such furniture as may be provided should be cheap and strong and since in the primary schools the ordinary class room will have to be used for a diversity of purposes, any furniture it contains should be light and easily movable. This is specially important in special rooms for infant or nursery classes. Reference has already been made to the need for storage and for almirahs, where so used, to be disposed in a way that will occupy as little floor space as possible.

In Middle schools seating accommodation may or may not be provided, in High schools it probably will be. Since a child who is comfortable is more likely to pay attention and concentrate on his work than one who is not, it is important here also that the seat should be made to fit the child rather than the opposite. Small tables and chairs in place of desks will make an ordinary class room much more adaptable for certain types of practical work, *v.g.*, needle work, book crafts etc., for which special rooms are not usually provided. Specially designed tables can be placed and where necessary clamped together to form work tables of a convenient size. Every class room in every school should be provided with a strip of 3-ply or other suitable wood 18" deep or with 3 pinrails 9" apart to which cuttings, charts and specimens of children's work can be easily affixed. The height of these should be roughly the child's eye-level.

The furniture and equipment for the various laboratories and practical rooms which the Committee have recommended in the case of Middle and High schools need careful consideration in the light of modern ideas with regard to science and handicraft teaching. The conventional type of laboratory equipment for instance is unnecessarily elaborate and expensive for all but the highest classes. A number of detailed suggestions for the furnishing of laboratories and of art and craft rooms which were discussed at the meeting of the Committee will be found in Annexure III.

The question of furnishing Halls, gymnasia, libraries, dining rooms and hostels is dealt with in Annexure IV.

12. *Arrangement of School buildings.*—Apart from the actual accommodation to be provided, the planning of a good school building demands that very careful attention should be paid to the way in which the various rooms are arranged in relation to one another. The Committee agree that in a matter of this kind finality is neither attainable nor desirable. Theory and practice in education are constantly changing and it is to be hoped that they will continue to do so. The ideal school building, therefore, will be one that can be readily adapted to new ideas, not one which will put obstacles in the way of their adoption. No school should be built with the object of lasting for generations. The plan must be flexible and the construction as simple and elastic as may be compatible with other essential requirements. As a general rule it may be laid down, that those parts of the buildings least likely to change

materially, *e.g.*, Hall, class rooms, teachers' and store rooms should be grouped together, while laboratories and practical rooms should be arranged in blocks separate from but reasonably close to the main building. For the same reason the former may if desired be built in more permanent construction than the latter. This will also facilities laboratories and practical rooms being of such dimensions as may be educationally desirable without unduly complicating the design or increasing the cost of the main building. A further advantage of such an arrangement is that rooms which tend to be noisy, *e.g.*, craft rooms, can be isolated from the others.

Certain other general considerations that should determine the planning of schools of all types are set out below:—

(a) Due regard should be had to aesthetic standards, *e.g.*, forms, designs and colour, in school building, in order that object lessons in good taste may be at all times before the eyes of the pupils.

(b) The question of easy movement, particularly in large schools on more than one storey, is important. Corridors should be wide enough and staircases should be so placed as to avoid congestion when classes change and above all in the event of fire.

(c) Similar considerations should apply to the siting of cloakrooms, changing rooms, bicycle sheds etc., where provided.

(d) Latrines, urinals and lavatories should from the point of convenience be as accessible as possible from all parts of the school, subject always to their being so placed as to create neither a nuisance nor an eyesore.

(e) The possibility of extension being required at some future date should always be borne in mind.

(f) Verandahs can be made a most useful adjunct to almost any school in India. The uses to which they can be put have been described on page 46.

(g) Kindergarten rooms and rooms for young children should always be on the ground floor.

(h) Where ample sites are available single storey buildings have certain advantages. They facilitate elastic grouping of rooms as well as the use of light forms of construction.

(i) The orientation of all class rooms and verandahs and of many practical rooms needs careful consideration. Local climatic conditions will largely determine this and sites should be chosen with this factor in mind.

(j) Provided that the arrangement is convenient and the design harmonious, the particular shape of the plan is of little importance. The quadrangular plan popular in Western countries twenty years ago has definite disadvantages, the most obvious being that it renders impossible the best orientation of many rooms. In rural areas there is much to be said both on grounds of economy and freedom from disturbance in favour of building class rooms as separate units appropriately disposed in the school compound, a method commonly adopted in the case of open-air schools for delicate children in Great Britain.

(k) Economy can be effected and planning facilitated by the adoption of a standard class room unit which can be multiplied if necessary where larger rooms are required. It would be an advantage if sound-proof adjustable partitions could be provided and where partition walls are provided they should be left free from carrying loads, so that they can be moved if, at some future date, it should be necessary to rearrange the rooms.

Some interesting modern suggestions with regard to the arrangement of school buildings for Primary schools are contained in the 'Design of Nursery and

Elementary Schools' published by the Architectural Press, London, 1938, Extracts from this book will be found in Annexure V.

13. *General principles applicable to the design and planning of educational buildings beyond the High School stage.*—Beyond the High School stage so many considerations affect the design and planning of educational buildings that as already stated the Committee feel no useful purpose would be served by their attempting to prescribing any principles of general applicability as regards schedules of accommodation, planning or types of construction. The Committee believe, however, that there are certain criteria which should be observed in the building of Universities, Colleges and Technical Institutions as well as at the lower stages of education.

The first of these is that the whole conception of the buildings should be dignified and harmonious. Students at this stage are not less susceptible than their juniors to aesthetic influences. The educational value of a beautiful environment can hardly be exaggerated. A beautiful building, however, does not mean one elaborately designed or constructed of expensive material. A Technical Institute can be as satisfying aesthetically as any Arts College, as long as its design is primarily determined by fitness for its purpose. Ships, motorcars, aeroplanes and many other forms of essentially utilitarian construction illustrate this truth. The second criterion is the grouping within a harmonious whole of rooms according to function, i.e., the special needs and uses of halls, libraries, gymnasia, class rooms, laboratories, practical rooms should always determine their disposition in the plan. Noisy rooms should be isolated. Rooms where for educational reasons exceptional dimensions are required should never be deprived of these simply in order that they may conform to architectural considerations.

Practical rooms and particularly those containing heavy machinery should be so planned that plant and materials can easily be delivered and removed. This applies particularly to technical colleges and institutes, where there should be easy access for lorries to all workshops.

14. *Alternative types of construction.*—The Committee were strongly of the opinion that the possibility of adopting various forms of temporary or semi-permanent construction as an alternative to *pucca* buildings should be exhaustively explored, not only in the interest of economy but also with a view to facilitating the adaptation of school buildings to changing educational ideas. There are all over India various types of indigenous construction which suit local climatic conditions. Many of these could be made suitable for school requirements. In a country, like India, where there is so wide a difference in climatic conditions and materials available locally, it is not practicable to set up a common formula in regard to methods of construction. Subject to the general standards which they have prescribed being observed, the Committee feel that there is almost an unlimited field for experiment so far as the actual construction of schools and particularly of primary and middle schools in rural areas is concerned. Any of the following types again, subject to the consideration mentioned above, may be adopted to suit local requirements:—

(i) Buildings with frame work of bamboos, walling of split bamboos or reeds with or without mud plaster, roof covered with straw or grass thatch over bomboo framing, mud floor, doors and windows of bamboo. Wooden frame doors and windows may be introduced as an improvement on this type.

(ii) Buildings with mud walls replacing the bomboo frame or reed walling of the construction described above.

(iii) Buildings with mud walls and roof of burnt tiles or slates replacing straw or grass.

(iv) Buildings entirely of timber.

- (v) Buildings of timber with roof of slates or corrugated sheets.
- (vi) Buildings with mixed timber and mud walls or walls of sundried mud or bricks, and with burnt tiles, slates or corrugated roofing.
- (vii) Buildings of unplastered brick, with thatched roofs or alternately slates or corrugated roofing, brick or concrete flooring and wooden doors and windows. Stone or concrete walls may take the place of brick walls where stone or concrete is cheaper or more easily obtainable than bricks.

The practice of roofing school buildings of this pattern in the tropical areas with corrugated iron sheets is not favoured. Other forms of corrugated sheeting are now coming on the market which are cheaper, lighter and more pleasant to the eye than corrugated iron. The Committee are strongly of opinion that provided the necessary standards in lighting, temperature and ventilation can be secured—and they see no reason why they should not be—the possibility of erecting satisfactory schools, particularly in rural areas by adopting any or all of these forms of constructions should be carefully explored.

Experience in Assam has shown that wood and bamboo structures properly seasoned, with thatched roof and mud floors make excellent village schools. It has been found that for a really good and stable building of this type of the cost is as low as Re. 1 per square foot. Such buildings, like other forms of light construction, must be maintained in a constant state of good repair; the floors require a weekly "leap" of mud and cowdung to keep free from dust, and the thatch has to be renewed every fourth year. For this nearly half of the old thatch can be used over again and as labour and materials are available locally at a very cheap rate the whole cost of maintenance is extremely small.

A similar cheap but efficient form of construction is also being used in the Central Provinces and Berar. The Committee were shown a model of this type of construction and were satisfied that this was a suitable type for rural schools.

In the United Provinces light forms of construction have also been used and have been found to give satisfactory results. In many parts of Madras schools are housed in a combination of *pucca* and temporary construction. The *pucca* building usually accommodates the library, office, science laboratory, store rooms, etc., whereas sheds are used for general class rooms.

While the Committee do not wish to prescribe any one form of light or temporary construction as superior to another, they are of opinion that both the need for economy and the desirability of making school buildings as flexible as possible point to the extreme importance of investigating and experimenting with the potentialities of materials other than brick and stone. They also anticipate that increasing use may be made of the many synthetic materials like Indianite which are now being placed on the market and may be expected to become cheaper as their use increases.

15. *Sites including Playgrounds and Playing Fields.*—The considerations which should in the Committee's opinion determine the sizes of school sites are as follows:—

(i) In selecting a site the total accommodation that is likely to be required ultimately rather than the needs of the moment should be the determining factor.

(ii) Sites for modern schools should be much larger than those previously thought adequate. Modern school design requires much more space for convenient grouping of rooms and for their proper lighting and ventilation. Apart from this the importance now attached to outdoor activities, *e.g.*, gardening and the organised games and physical training calls for additional space.

(iii) The responsible authorities should do their best to anticipate the need for new schools particularly in new centres of population and buy ample sites in good time.

(iv) A school building should be kept as far as possible from the noise and dust of busy roads.

(v) Sites should be reasonably level. There should be no undesirable surroundings and care should be taken to avoid land which is damp, made up or subject to floods.

(vi) In urban areas, school sites should be conveniently accessible by road but every effort should be made to avoid an excess of road frontage.

(vii) It is important that public services, e.g., sewers, water and electricity should be available.

An area of one to two acres according to the design and method of construction adopted, should suffice for the actual buildings of any school, primary, middle or high, for not more than 500 pupils. Apart from the actual space required for the buildings, the site should also provide room for a playground for recreation or physical training, in the schools above the primary stage for a school garden and wherever possible for playing fields as well. The size of the playground will probably depend to a considerable extent on the size of the school and whether land in the locality is reasonably cheap and easy to obtain. It is unnecessary to prescribe any definite amount for any particular size or type of school but the following limiting factors may usefully be borne in mind. As the playground will be much used for physical training it should be roughly rectangular in shape and should have a minimum dimension of 60'. The surface should be smooth, dry, as free as possible of dust and capable of being drained.

The following may be regarded as minimum areas:—

For 160 Children	..	..	..	1 acre.
For 320 Children	..	..	..	1 acre.
For 480 Children	..	..	..	1½ acres.

At the same time the importance which the Committee attach to all school buildings being as clean and tidy as possible extends also to the playground. No school will gain anything from the possession of a playground so large that it cannot be kept in good order. While the Committee do not advocate the provision of a school garden, by which they mean an area suitable for practical instruction in horticulture, in the case of primary schools they certainly do not wish to discourage the provision on primary school sites of flower beds or even small vegetable gardens provided these can be kept in proper order. Even very young children get pleasure and profit from learning about flowers and vegetables. Gardening or agriculture as a subject will not find a place in the curriculum of many middle and high schools in urban areas but it should do so in those in rural areas and adequate space should be available for practical work. The area required will depend on the syllabus to be taken and may vary from a minimum of one up to four or five acres.

Playing fields as distinct from playgrounds are not essential at the primary stage but should be regarded as necessary adjuncts to any middle or high schools whether for boys or girls. No educational development is more to be welcomed than the encouragement now given to organise games in the better girls' schools. If the time-table is properly arranged it will be found unnecessary to provide playing fields large enough for the whole school to play at the same time. While allowance must be made for the varying amounts of wear which different types

of surface will stand, experience suggests that with good organisation and proper care the following areas will suffice for playing fields:—

For 160 Children	..	..	..	2—3 acres.
For 320 Children	..	..	..	4—5 acres.
For 480 Children	..	..	..	6—7 acres.

Playing fields should be rectangular in shape to facilitate the economic siting of pitches, reasonably level and capable of being properly drained. Where the surface is grass, hockey and football goal areas should be frequently changed. Where they are at any considerable distance from the school itself changing and lavatory accommodation should be provided.

16. *Maintenance of School Buildings.*—The Committee are anxious to stress the fact that school buildings should always be kept in the best possible state of repair. They know of many instances where good buildings have been provided but owing to the fact that adequate provision has not been made for their maintenance, they have rapidly fallen into disrepair and apart from the adverse effect on their occupants their effective life has thus been materially shortened. The Committee strongly recommend that every educational budget should make adequate provision for the repair and upkeep of school buildings. There should be a regular rota for external and internal redecoration of schools, the period being determined by the nature of the construction and local climatic conditions. Temporary buildings, particularly when of wood, require frequent painting both inside and out and this is one of their obvious drawbacks. Another and probably the most important factor in maintaining school premises in the best possible order is the establishment of an efficient caretaking and cleaning service.

Particular attention has been paid to this in western countries and school caretaking cannot but be regarded as in effect a skilled trade. The Committee wish to endorse certain remarks by the Board of Education, England, in this connection which will be found below:—

“Schools should be planned so as to enable them to be well kept, with the minimum of trouble and expense. Attention to such details as the rounding off of all corners and the tiling of window sills, so as to facilitate the removal of dust, will produce buildings which are not only easier and cheaper to keep clean than the older schools, but also furnish an object lesson to the children in the importance of a bright and clean environment. Ample accommodation should be provided for the caretaker. His function has usually been underestimated in a school. It can, and should in fact, assume a great importance in the social training imparted by the school; dirty and ill-kept premises are a poor example for the teachers in their attempts to train the pupils in clean, tidy and healthy social habits. Apart from the paramount need for scrupulous cleanliness in the lavatories and offices, authorities and managers will be well advised to ensure that the floors, walls and windows of schools are kept clean. For this purpose it will be helpful to have at least one slop sink and water tap for the use of the caretaker, and where there is a considerable distance to walk from one end of the school to the other it may even be desirable to have such a sink attached to each set of lavatories. These sinks will be of considerable value also for such purposes as the cleaning of inkpots and the changing of water for flowers in the classrooms, both of which tasks are often performed in the ordinary wash basins with unfortunate results.

Provision should also be made for cupboards for the caretaker's necessities. Where the caretaker is employed full-time, but does not reside on the school premises, sanitary accommodation should be provided for him.

A covered space for dust-bins is necessary, so contrived that they are concealed from view."

The cleanliness of the school surroundings is not less important than that of the actual buildings and in both these respects the pupils should be trained to lighten the work of the caretaking staff. Bins for litter should be placed conveniently and failure to use them should be regarded as a matter for discipline. Finally Headteachers and Inspectors should be left in no doubt that the general cleanliness of the school buildings and grounds will be regarded as a very important factor in assessing its efficiency.

17. The Committee recognise, as they have stated earlier in this report, that the great majority of the buildings at present used for school purposes in this country will not comply even with the minimum conditions prescribed in this report. They feel strongly that immediately circumstances permit—and they trust this will be in the near future—active measures will be taken to replace unsatisfactory buildings. Over and above this they assume that the time is not far distant when the need for providing education for the vast numbers of children not at present attending school will also receive recognition. To do this will mean in every part of India a building programme of vast dimensions. If this is to be made possible financially, a departure from the present system by which non-recurring expenditure is included in the annual budget becomes inevitable. The Committee understand that in Great Britain the financing of school construction out of revenue except where the amount involved is comparatively small is strongly discouraged by Government. Sites are purchased schools built and furniture purchases out of loans spread over periods varying between 15 years in the case of temporary buildings, 30 to 40 in the case of permanent ones and 60 in the case of sites. By this means it is possible to embark on a heavy building programme without placing an intolerable burden on the budgets of one or two years. The Committee strongly recommend that all expenditure on school sites, buildings and equipment exceeding Rs. 5,000 for any one item should be met from loan.

18. *General conclusions.*—The Committee realise that in the ordinary way it is convenient to summarise the conclusions and recommendations of a report. They feel, however, that the enquiry upon which they have been engaged covers so wide a field and necessarily involves so many matters of detail that any summary to be comprehensive would have to be intolerably long. Moreover, as they have tried to indicate from time to time, their object has not been to prescribe one particular type of building as pre-eminently suitable for each grade of school. They have endeavoured to lay down with sufficient precision certain conditions which must be observed in any building before it can be regarded to be fit for use as a school, but subject to the observance of these they feel that in a country as large as India where climatic conditions, local customs, available materials, resources and other factors determining construction vary so greatly the best service they can render is to supply the authorities responsible for building and maintaining schools with a number of suggestions to guide them in the planning of their buildings and variety of actual plans among which they may make their choice. The main recommendation which the Committee wish to make is that if this report is approved generally by the Central Advisory Board, the material it contains, supplemented by plans and estimates which in many cases are already available, should be reproduced in book form. The Committee believe that a book on the design and construction of school buildings, revised from time to time in the light of up-to-date research and experiment, would be of real value and is precisely the form of practical assistance which the Board is in a position to render to Provincial Governments, Local Administra-

tions; Indian States and all other bodies responsible for building and maintaining schools.

JOHN SARGENT. (*Chairman*).
 W. H. F. ARMSTRONG.
 S. M. AZAM.
 J. M. BOTTOMLEY.
 A. W. H. DEAN.
 A. GOPALA MENON.
 G. G. R. HUNTER.
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 M. A. MIRZA.
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 SURENDRA NATH KAR.
 W. W. WOOD.

ANNEXURE I.

NOTE ON PISE SYSTEM PREPARED BY MR. SHEIKH AHMAD, LAHORE

The art of building is one of the three fundamental needs of society for it provides shelter from the elements. Although in many schools students are taught to satisfy two of the three dominant needs, that is food and clothing, it is a pity that not enough emphasis is given to the art of living, with the consequence that the people of India are quite unaware of the fact that nice homes, beautiful school buildings and healthy surroundings will affect the future health and happiness of their children. It is generally recognised that the first impression created upon the mind of a child and his environments, are the two factors which influence his outlook on life. It is for this reason that equipment and building of schools along with well trained and efficient teachers are receiving more attention all over the world. In a place like India which has been for centuries the home of the finest of crafts and of industries, the present deficiency of new ideas and designs in the industrial produce of the country, can be ascribed, to the lack of proper home and school environment which have gradually cramped the growth of artistic and aesthetic appreciation of the people.

In London a test was carried out to prove the authenticity of the idea that bad surroundings have a bad effect upon the mind of a child. It showed that the children bred in the slums were dull in matters of art, for their background and environment made no appeal to their aesthetic sensibility. It is for this reason I feel that along with reading, writing and arithmetic, the new generation of India and especially of her villages should be given instruction to build simple, cheap, appropriate and charming houses which will satisfy the growing needs of the educated class of people. Otherwise, the dissatisfaction of being in ugly surroundings will drive them out of their homes and they will not be of any service or value for the future development of the countryside.

To carry out this work to a successful issue we should commence with the building of schools, for it is here that the new generation will spend most of its time. The experience of beautifully designed, well ventilated tastefully decorated, cool, or easily heated, school buildings will automatically affect the home life of the people in general and their industries in particular. Where new school

buildings are not necessary, the students can carry out repairs in the existing buildings in accordance with the scheme. The teachers and the students may be trained to look after the repair of the buildings and apart from saving a considerable amount of money for the Department of Education, they will learn a most useful craft. Some of them may later take up the study of architecture seriously and become architects and town planners, and continue to work as good architects in harmony with the natural beauty of each locality throughout India.

Using local labour and materials.—The following school building project may appear difficult on paper but in reality it is very practical and comparatively quite simple, because of the following facts:—

1. In building schools or houses, the local materials such as wood, stone or bricks and earth are employed to their best advantage. Earth is a material which is identified with the neighbourhood and when used properly will not only be cheap but very durable, growing in strength day by day. The defect in the present method of building with mud or other types of earth, carried out in some part of India, is that it has neither the durability nor the beauty of *Pise* work. This is because of the inherent faulty system in choice, treatment of earth and construction. This includes the foundation, actual building of the walls and their waterproof coating and plastering.

2. The equipment needed for *Pise* work is not only very small but very inexpensive. Hardly a dozen tools are needed for ramming the earth and a few types of shuttering and few shapes of moulds for making *Pise* blocks.

3. In the beginning average students and teachers under the guidance of a mistri or two, can build beautiful and airy school buildings in a very short time when the design is supplied by the Department of Education under whose expert advice the entire work will be carried out. After a short training the teacher himself can take over charge of the construction. For the durability of *Pise* building, it is essential that it should have a pucca foundation which can be constructed either from the local stone or bricks. In contrast to an entire brick building, *Pise* building needs only a nine inch foundation which obviously saves time, labour and expense.

4. Similarly the construction of *Pise* walls is a very quick process and it is possible to build a structure in about one-third of the usual time.

5. The strength of *pise* structure depends upon the choice of the earth and the special method of ramming, whereby all the air is driven from the material and the whole building becomes a homogenous unit which strengthens as the years go by. I remember in America seeing a farmer trying to break an old *Pise* wall for which he was using a pick-axe as one would for a cement building.

6. Another beauty of *Pise* building is that it is comparatively cool in summer and warm in winter. The upkeep of these buildings is negligible. The usual colour of the building is light ochre but it is also possible to give it any other colour along with the waterproof coating.

7. It is desirable to evolve new and suitable designs for the various climates of the country. In cold climates the arrangement of the class rooms should be such that four rooms should be heated at once with one fire place which means a saving in the building and heating expense as well as leaving more space for the classes. For the warm climates cross ventilation, wide varandahs and the use of longer windows instead of too many doors is very essential.

The furniture of the future school buildings should be in harmony with the simplicity of the building. The designer should take into consideration the fact that it should be beautiful, useful and comfortable, for it is only when utility is combined with beauty that perfection is reached.

ANNEXURE II.

NOTE ON PRIMARY SCHOOL BUILDINGS IN RURAL AREAS BY THE DIRECTOR OF PUBLIC INSTRUCTION, CENTRAL PROVINCES AND BERAR.

The various types of buildings have all the common defect that they admit insufficient light, while most of them are insufficiently ventilated. This is largely due to the obsession prevalent both among school authorities and among the villagers themselves that a school building should approximate to a village house, quite forgetting that the village house is not used for reading or writing but only for cooking and sleeping and therefore does not require the same degree of lighting. It is also due to the familiarity of the school authorities with the old standard pattern of a four-walled brick building. In every type of building, then, whether the roof has rested on the walls or not, walls have always been built, right up to the roof either of solid mud, in cases where the walls were built to support the roof, or thin Sindhi walls of bamboo coated in mud and plaster, where the walls were intended merely for lateral protection against the wind and rain. But in every case the effect was the same. The day light was completely blotted out, except to the extent that it might enter through the diminutive windows high up in the wall, or through the single door, usually kept closed. The reasons usually given for building these Sindhi walls right up to the roof are two:—one for protection against rain and the other for protection against thieves. Neither are valid. Lateral protection against rain, except on the wind-ward side, would be afforded equally well by half-walls stopping short of the height of the exterior edge of the eaves: the intervening space between the half-wall and the roof could either be opened or filled with bamboo lattice work. As regards protection against thieves, it is well-known that school masters place no credence in the power of the flimsy Sindhi walls to keep off thieves who, in any case, could make their entry through the thatched or tiled roof with the greatest of ease. An so as a matter of fact, village Headmasters never leave anything of value in the school premises, but usually make a habit of removing daily the school registers and the Time-Piece. (I have heard of only one case of theft from the village school; viz., the Time-Piece, and this only in a single instance).

2. It must, however, be admitted that the need for protection against rain is a very real need, and no Sindhi wall or even solid mud-wall will stand up to a monsoon if not given lateral as well as vertical protection from the rain. A solid brick wall requires, of course, only vertical protection: but few villages know how to make burnt bricks; and the cost of importing bricks is prohibitive. Lateral protection to mud and Sindhi walls is sought to be given in many cases by placing thatch made of grass against the wall. This is to a certain extent effective, but tends even further to diminish the scanty allotment of day-light, and in the monsoon the class rooms become darker than ever. There is no doubt that the staggering statistics of defective eye sight in high schools and colleges revealed by Medical Inspection is mainly, if not entirely, due to reading and writing in deficient day-light in our primary schools.

3. It is clear, therefore, that a new type of school must be designed for rural areas and a design, which it is believed will meet all requirements, is submitted herewith. The following points should be noticed:—

(i) Instead of the usual marquee-tent-shaped roof, a shed-shape has been substituted. This will permit of indefinite extension as fresh class rooms are required.

(ii) The school is to be orientated in such manner that the shorter side of the oblong faces the prevailing monsoon wind.

(iii) On this side a wall of weather-boards is designed reaching from the ground right up to the apex of the roof, thus affording complete lateral protection from rain.

(iv) No brick is employed at all in the building, the plinth consisting of mud overlaid with cow-dung.

(v) The roof projects 3 ft. on the wind-ward side, thus screening the weather-board wall from roof drippings; it also projects 3 ft. on the lateral side sufficiently to cover the verandahs and afford protection from the wet to the mud half-walls that enclose the class rooms on the lateral sides.

(vi) The bamboo lattice work which reaches from the mud half-wall to the roof supplies adequate ventilation and lighting for the class room, and at the same time permits of the lowering of rolled matting in the event of excessive wind, dust or glare. Naturally the matting will only be let down on one side at a time, which will ensure adequate ventilation and lighting from the opposite side.

(vii) The interior accommodation, 16 × 24 ft. is designed to suit a single class of 40 pupils, allowing 8 sq. ft., per pupil and a further frontage of 4 × 16 ft. for the master and the black board. In the event of small-enrolment, which is inevitable in rural circumstances where it not infrequently happens that the male population of school-going age of the centre and the feeder villages combined does not exceed 40, it will be possible to hold, 2, 3 or even 4 classes in this single room without undue congestion; and according to the demands of classes or the distribution of light at different times of the day, classes can be held facing in any of the four directions. As the school expands with the growing popularity of education and, it is to be hoped, the gradually increasing attendance of girl pupils, the class room space can be easily extended by prolonging the roof in the direction away from the wind-ward side and prolong the lateral half walls to the same extent.

(viii) Since adequate light and ventilation are provided by the lattice work it is not necessary to provide them through the class room entrance, which has therefore been confined in the plan to a single entrance on one of the lateral sides only at the end of the class room farthest from the wind-ward side.

(ix) All the materials employed in the construction, with the exception of the weather-boards are such as are available to the villagers free of cost, or can be so made available by the Malguzar or the Forest Department; and the labour required for their utilisation in the erection of school buildings is such as the villagers themselves can supply. Even nails (except for fixing the weather-boards) are not necessary, as, jointures can be effected by the simple method of creeper lashings, as the villagers use in the construction of their own dwellings.

(x) As regards the weather-boards, at present in many villages of the Central Provinces and Berar there is no carpenter. The only implement the villager uses in dressing his wood is the axe. Consequently it is not to be expected that the villagers will be able to fashion their own weather-boards. Here again, nails would be required to fasten the weather-boards to the *ballis* (vertical wooden posts) and these the villagers will not be able to supply. It will therefore be incumbent on the school authority or the Government to supply the weather-boards and the requisite nails. It should not be unduly optimistic to hope that the Forest Department will supply the necessary weather-boards and that the school authority will supply the necessary nails, until such time as the introduction of Manual Training into the Primary School Curriculum will secure in each village an adequate knowledge of the use of the carpenter's plane, the saw and the hammer.

(xi) It is estimated that the cost of erecting a single class room, 16 × 24 ft. on the plan submitted will not exceed Rs. 18 (the cost to the Forest Department and the school authority for weather-boards and nails) assuming that the other materials are provided by the villagers, that the Forest Department or the Malguzar makes no charge for the cutting of the timber and bamboos necessary, and that the villagers, as they have already done in many instances, volunteer their labour. However, even if this is not the case and the school is erected by a contractor it is estimated that the total cost should not exceed Rs. 162.

4. In cities and municipalities where the population is relatively constant and the demand for primary schools permanent, we may continue to build solid buildings of brick or stone. But in rural areas the population is far more fluctuating; villages become deserted, schools have to be closed and re-opened at new centres; and this is an additional reason for urging the adoption of primary school buildings of the type set forth in the plan (placed on the table). Such a building, with annual repairs to its roof and annual renewals of its cow-dung floor covering and annual plastering of its half-mud walls, should last for at least 30 years, which is looking sufficiently far ahead in the case of village schools. And if at the end of that time the village still remains and the school-going population is sufficient to justify a continuance of the school, it can be rebuilt for the same infinitesimal cost.

5. The building of such schools is of course without prejudice to the desirability of holding classes in the open under the shade of a big tree when weather conditions are favourable.

ANNEXURE III.

FURNITURE AND EQUIPMENT.

Rooms for Nursery and Infants Classes.—Expensive and elaborate equipment is not necessary. Simple well-designed toys will do much to stimulate a child's imagination and some educationists consider that scientifically designed play-material covering the progressive stages from 2 to 7 is essential. Where this is provided, special storage will be required.

The following articles may be found useful in equipping a Kindergarten room:—Swing, Climbing Rope, Rings, Slide, Balancing Board. Black-boards should either extend continuously along three sides of the room or should be in frames 4 to 6 feet long, fixed low on the wall so that children can draw on them easily. As furniture in these rooms should be easily movable, nesting tables and chairs are recommended. Chairs should be designed as to ensure good posture: a number of different sizes should be available.

Science laboratories.—There should be three suspension beams running the full length of the laboratory for demonstration purposes. These should be 3 inches wide, 9 inches deep below the ceiling and firm enough to support the head of a ladder. Ordinary plaster walls are not suitable for laboratories. Walls should be surfaced with some form of internal facing bricks or with plastic paint over a skim coat of plaster. For the lower 4½ ft. of the wall, wherever possible, erosion-proof panels should be provided. Ceilings should be painted to avoid absorption of moisture and gases.

Up to and including the normal High School stage there is no need for heavy or elaborate furniture. A Demonstration bench about 8 ft. by 2 ft. to 2½ ft., provided with a flap at one to increase its length to 10 ft. and with a sink at the other end is recommended. Drawers and cupboards should be fitted on the teacher's side and the teacher's platform should be raised by 6 inches. A

blackboard approximately 12 ft. by 4 ft. should be fixed to the wall behind the teacher's desk. Where a lantern or epidiascope is used, it should be projected from one end of the teacher's bench and part of the opposite wall should be left free and suitable treated for use as a screen.

The old type of bench is no longer regarded as necessary: ordinary firm tables with drawers and seasoned teak tops are quite adequate. Whether these should be double, *i.e.*, broad enough for pupils to work on two sides or single is a question which will have to be settled in relation to the dimensions of the laboratory and the maximum number likely to use it at any time. The usual dimension of double benches are 5 ft. long, 3½ ft. wide, 2¾ ft. high. A wood and metal work bench should be provided for the repair of equipment. Two sinks, in addition to the one in the demonstration bench should also be provided. Gas and electric points at intervals are a great asset. Fume cupboards are only necessary when advanced work is done.

Practical Rooms—Middle and High Schools.—Practical instruction is being increasingly recognised as a desirable feature of the curriculums even in schools without any effective industrial bias. Schools of the modern type usually provide practical rooms or sheds where wood work, metal work, spinning, weaving, lino-cutting, needle-work, leather work and other crafts may be taught. Large schools may be able to afford a separate practical room for each craft, but in small schools each room will almost certainly be used for several purposes and must be equipped and furnished accordingly. Ample storage preferably in the form of a separate room is essential for every practical room and the dimensions of the store-room should be determined by the nature of the material to be stored. *e.g.*, wood stores should be long enough to take the lengths of timber normally used. Store-rooms should also be easily accessible from the practical rooms. Cupboards, if provided in the practical room itself, should not be allowed to project too far from the walls or to encroach unduly on floor space.

If a water supply exists, one or two sinks should be provided in every practical room. Electric or gas points are also most useful but it is realised that in a great many cases the necessary supplies will not be available. One long fixed bench which may be combined with built-in cupboards should be placed under the main windows.

(a) *Wood work.*—The most convenient size for a wood work bench for 2 boys about 5 ft. by 2 ft. 6 inches. There should be clearance between benches of 3 ft. to 3 ft. 6 inches in each direction. In determining the height of benches regard should be had to the size of boy likely to use them; 27" for boys between and 14, and 30" for boys over 14, may be taken as rough guides, except in those areas where average stature varies considerably from the normal. An additional bench along one side of the room will also be useful. The floor of the wood work room should be non-resonant and of a material which will not blunt tools if they are dropped on it. There should be plenty of blank wall-space and sufficient wall blackboards. A small first aid cupboard is desirable.

(b) *Metal Work.*—Equipment for light metal work may be provided at a moderate cost. Most of the work can be done with vices and benches round the room or down the centre but a solid floor must be provided for forges, muffles etc. Additional equipment in the shape of lathes or drilling and grinding machines will be needed for the senior classes in Technical High Schools. An adequate course in Wood and Metal Work can be provided in Middle and High Schools without the use of any power-driven machinery.

(c) *Spinning and Weaving.*—No special furnishing is required for spinning. For weaving, the furnishing will vary according to the size and pattern of the looms. The type of loom in which the leg space is dug out of the floor, is most

suitable for the drier parts of the country. In placing the looms roughly the same clearances will be needed as in the case of wood work benches.

(d) *Art rooms*.—The walls and ceilings should be treated, in light, neutral tints in order not to confuse colour judgment. Free wall space is valuable for hanging children's work and exhibiting collections of drawings and paintings.

Furnishing may be of two main types, either in Western or in the traditional Indian style. Furniture in either case, should be light and easily movable, so that grouping may be varied as required. In the Indian style, the child sits on the floor on a piece of matting or board and works at a desk with a flat top. An alternative arrangement is to furnish the Art room with chairs with sloping backs and light trestles. Tables, with adjustable tops are, however, sometimes preferred, particularly where light crafts are done in the Art room. The following equipment is also recommended:—

1. One long bench with teak top under the high windows of one wall.
2. Cupboards under the bench for uncompleted work.
3. Two sinks not less than 2 ft. by 1 ft. 6 inches.
4. A small blackboard for demonstration.
5. Shelves for display of models and pinrails for drawings.

There should be a store, not less than 90 sq. ft. in area, preferably with a window at one end and fitted with a large sink and draining board and shelves of varying heights. In addition, there should be built-in cupboards along one wall preferably fitted with sliding doors.

(e) *Domestic Science—Cookery and Laundry*.—Floors should be of a material which allows them to be kept scrupulously clean with the minimum labour. Many suitable types of patent flooring material are on the market. Walls should be lined with tiles or with mosaic to a height of 2 ft. above the sinks, cookers and work tables, so that splashes can be readily cleaned off. The cooking and laundry equipment provided should be similar to that which the girls will be using at varying heights. In addition, there should be built-in cupboards along one wall already or are likely to become available in the near future, there is much to be said for teaching the use of gas and electric stoves, irons, etc. In such cases the placing of the points needs careful consideration. Other equipment should be the sinks with draining boards, 3 ft. by 1 ft. by 10 inches, one floor sink in another part of the room and a refrigerator, wherever possible.

For laundry work in addition to an adequate provision of sinks,—there should be at least two ironing tables with flaps. Other tables of a movable type, at least 5 ft. 6 inches by 2 ft. 6 inches, with working spaces on either side may be provided. They should be fitted with drawers to take utensils. Stools of the nesting type are to be preferred. A blackboard of 6 ft. by 3 ft. in two parts hinged to form cupboard doors should also be provided.

Science Store and Dark Room.—Ample storage should be provided behind the teacher's demonstration bench. Cupboards 1 ft. deep should be planned under the blackboard with a cupboard at least 2 ft. 6 inches deep at one side, for storing bell jars, bottles, etc. The store room, should run the full width of the Science room and should be directly accessible from it. One end may be partitioned off as a dark room so that the store room can still be available when the dark room is in use. These rooms should not have windows but should be carefully ventilated. Adequate shelves for materials and equipment must be provided and there should be a sink with hot and cold water in the dark room. In schools where Botany and Biology are taken, facilities for studying plant and animal life should be available. A greenhouse or Wardian cases for growing botanical specimens are essential and arrangements for housing live animals are desirable.

ANNEXURE IV.

FURNITURE AND EQUIPMENT.

Halls.—Nesting chairs or wood folding chairs of varying sizes should be provided, so that the floor can be easily cleared for such purposes as physical training, rhythmical exercises, etc. The provision of a stage with a proscenium is recommended. Storage can be conveniently arranged under the stage. Sectional or removable platforms are not recommended. The sections are not easy to store when not in use and such platforms are much less useful for dramatics.

Gymnasia.—The gymnasium floor is of great importance in view of the wear it receives. An open grained timber is to be preferred, soft woods tend to splinter and hard woods become slippery. The placing both of fixed and movable equipment must be carefully considered in the planning and construction of a gymnasium. The main apparatus will consist of wall bars, beams, climbing ropes, and window ladders. This apparatus should be obtained from and fixed by a specialist. The strengthening of the walls and ceiling both to support apparatus and to resist the effect of constant vibration is of course a matter for the architect.

Libraries.—Book shelves should be at right angles to the longer walls and there should be a window to each of the alcoves so formed. Metal shelves are to be preferred to wooden ones but where metal is not available some hard wood impervious to weather and insects should be used. Two important considerations in planning a library are that the books should be as accessible as possible and that the lighting, natural or artificial, should be adequate.

Dining rooms.—The desirability of arranging for pupils to take a meal or meals at school has been generally accepted. Where a cooked meal is provided, the dining room and the kitchen will have to be on a more elaborate scale than where milk and light meals only are served from a buffet. The equipment of the kitchen will depend on the nature of the meals to be provided and local requirements.

The floor of the dining hall should be capable of being easily washed and cleaned. Wooden chairs with rubber tips to avoid noise may be provided for children to sit and if tables are provided, the top may be of teak or of 'patent stone' or marble slabs wherever such materials are cheap. Where cooked meals in Indian style are served, table tops of patent stone or some metal are preferable as they are not susceptible to staining and are easily cleaned. Separate tables for no more than 10 children each should be provided. Suitable cupboard space should be provided for storing plates, cups and glasses.

Hostels.—With regard to the articles of furniture in the hostels, the following suggestions are made:—

Beds should be constructed in such a way (either of metal or wood) as to afford little scope for harbouring bugs and other vermin. For each bed there should be one small bed-side table, one chair, a mirror fixed to the wall at a suitable height, a shelf for books and a deep cupboard built into the wall or an almirah.

The reading room and the common room may be furnished in the same way as they are in the ordinary day schools. Kitchen and dining rooms may also be similarly furnished.

ANNEXURE V.

SCHOOL PLANNING.

(The following suggestions are extracted from "The Design of Nursery and Elementary Schools. Architectural Press, London, S. W. 1, 1938.")

Classrooms.—There are many opposing ideas about the planning and disposition of classrooms. At present ideas are in an experimental stage and many experiments are still on paper.

In describing the possible disposition of classrooms, arguments are given for and against each type, based on information collected from recently built schools. As a general principal, classrooms should be grouped together as a separate unit of the plan: assembly hall, library, classrooms, science rooms, practical rooms, domestic rooms, workshop—these are distinct departments and should be planned so that they can be appreciated as such. And for all types there are two warning signals: firstly, the ultimate objective is not merely to provide the maximum sunlight and air, but to give every child the maximum opportunity for health and interest in his work. Secondly, in the enthusiasm for "freer planning" it must be remembered, that the most free plan is not necessarily the most attenuated, but rather the one which functions most easily and pleasantly, having coherence in all its parts.

A. Courtyard.—The grouping of classrooms round a courtyard became a habit as a result of confined sites allotted to schools in built-up areas. Though entirely unnecessary on generous sites, the habit still persists. Financial stringency is usually the first cause of this type.

Advantages.—Compactness of circulation. Economy.

Disadvantages.—Impossible for all classrooms (and practical rooms) to be given good orientation. Over-shadowing of rooms facing courtyard, particularly if building has two or more storeys. Cumbersome effect, shut-in feeling. Difficulties of adequate sound separation. Inflexibility.

B. Single Series.—This is becoming of most common type for schools built on adequate sites. It is most successful when planned as a single floor with not more than eight classrooms. With more than eight classrooms the continuous corridor becomes tedious. When there is only one floor, supplementary lighting and cross ventilation can be provided by forming a continuous range of windows above the corridor roof level but when there are two or more storeys supplementary lighting to lower floors can only be provided by means of windows on both sides of the corridor, cross-ventilation by means of ducts below floors of upper corridors. Walls between classrooms can be made sufficiently sound proof by planning cupboards part of the way up the wall and using insulation board as lining for the remainder. Most sound leakage is likely to be through open windows. A glass sound-baffle, projecting about four feet between windows of classrooms, will deflect a considerable amount of sound, and windows themselves, if made to open in the right direction, provide a certain amount of deflection. Low shrubs also help to absorb sound and at the same time form visual shields for outdoor teaching spaces.

Advantages.—Simplicity, easy circulation economical construction.

Disadvantages.—Difficulties of overcoming sound leakage. Only one full window-wall.

C. Separated Single Series.—This type is only suitable for single-storey buildings. It provides outdoor teaching spaces between classrooms. A variation is to have two classrooms sharing one outdoor teaching space.

D. Double Series.—Planning with central corridors is noticeable in some recent "model" schemes. It is only possible in single-storey buildings, the corridor roof being kept low in order to get light and ventilation in the upper parts of inner walls. Domestic service rooms, art and needle-work rooms are usually given the less sunny aspect. Corridors can be lighted and ventilated by the familiar dome method.

Advantages.—Reduced length of corridor. Reduced cost of construction. Variety of outlook.

Disadvantages.—Increased width of corridor (to cope with greater congestion). Sense of confinement in corridor (in spite of increased width). Wrong orientation for some classrooms.

E. Separated Double Series.—This type covers the same length as type B while providing the intermediate outdoor teaching spaces of type C. It works best when classrooms are orientated with window-walls facing east and west.

Advantages.—Sound separation. Sheltered and shielded outdoor teaching spaces. Adequate lighting and ventilation. Variety of outlook.

Disadvantages.—Reduced sunlight in half of classrooms. Occasional west sun in teachers' eyes. Expensive.

F. Parallel Series.—An arrangement which has been successfully used in several American Schools. It is particularly suitable where a large number of classrooms have to be planned on one floor. If the spaces between each series are wide enough, an attractively planted playlawn can be provided for every four or five classrooms. It is reasonable to make the main corridor a covered way, or, if attached to a covered play space, screened by windows on one side only.

Advantages.—Easy and pleasant circulation. Opportunity for planning covered way, cloakrooms and lavatories along side main corridor without taking away light and outlook. Good orientation and variety of outlook for all classrooms. Avoidance of monotony. Double window wall in end classrooms. Easy to add additional classrooms.

Disadvantages.—Difficulties of overcoming sound leakage. Only one full window wall in most classrooms. Additional lengths of corridor. Expensive.

G. Elbow Access, Square.—Its object is to get two parallel window-walls in each classroom. The planning becomes more feasible if minor corridors are widened out and used as locker rooms for each pair of classrooms.

Advantages.—Adequate light and ventilation on both sides of class-rooms, whether planned on one or two floors. Extension of class outdoors in either direction. Classes undisturbed by circulation in corridor.

Disadvantages.—Sound leakage through windows likely to be exaggerated in small courts, particularly if two storeys high. Small courts difficult to keep attractive. Disturbance of main circulation by constant elbow bends. Extra lengths of corridor. Additional expense, including cleaning and upkeep.

H. Elbow Access, Diagonal.—Not so suitable for two-planning as type G. Another variation of this type is to have classrooms in the same formation but directly connected with main corridor the triangular space forming a bay for lockers. This cuts out the second window-wall but eases circulation considerably.

Advantages.—Same as type G plus good insulation between classrooms and between outdoor teaching spaces.

Disadvantages.—Even smaller courts than in type G, awkward in shape and difficult to keep attractive. Breaking up of main circulation, extra lengths of corridor, additional expenses.

REPORT OF THE JOINT COMMITTEE APPOINTED BY THE CENTRAL ADVISORY BOARD OF HEALTH AND THE CENTRAL ADVISORY BOARD OF EDUCATION TO INVESTIGATE AND REPORT ON THE DUAL QUESTION OF THE MEDICAL INSPECTION OF SCHOOL CHILDREN AND OF THE TEACHING OF HYGIENE IN SCHOOLS.

(The decisions of the Committee were adopted by the Boards subject to the modification indicated at the bottom of page 98.)

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CHAPTER I.—INTRODUCTION.

The agenda for the third meeting of the Central Advisory Board of Health in July 1940 included the consideration of a memorandum from the Government of the Punjab on the teaching of hygiene in schools, two memoranda from the Governments of Madras and the Punjab on the medical inspection of school children and a combined memorandum on the two subjects by the Educational Commissioner with the Government of India.

The Board considered that, owing to the magnitude and importance of the questions, they required fuller consideration and in a resolution asked the Chairman to appoint a committee to report on the subject. The resolution of the Board is as follows:—

“The Board, having considered the memoranda submitted by the Governments of the Punjab and Madras and by the Educational Commissioner with the Government of India, on ‘the teaching of hygiene in schools’ and on ‘medical inspection of children in schools’, considers that the two subjects are closely related. Systematic attention to the health of children is an essential preliminary to any really remunerative system of instruction, whether it be on hygiene or other subjects in the curriculum. Where the physical condition of the child is unsatisfactory the money spent on educating him is largely wasted. The foregoing involves regular medical examination of school children, the treatment of illness and physical defects and the provision for undernourished children of such food as may be necessary to raise them to an average physical standard. Teaching is not likely to be a success if the general school environment does not conform to reasonable hygiene standards. Information is necessary as to what extent these requirements are met in the different Provinces and how best existing defects may be remedied at the least possible cost.

The Board therefore recommends that the Chairman should appoint a special committee to report on the dual question of the teaching of hygiene in schools, primary as well as secondary, rural as well as urban and of the medical inspection of school children and their treatment and, in the primary stage, also their nutrition.”

At their meeting in January 1941 the Central Advisory Board of Education were informed of the decision of the Central Advisory Board of Health, and they passed the following resolution:—

“The Board considered the memorandum submitted on behalf of the Central Advisory Board of Health as the outcome of the discussion at its third meeting held in Poona in July 1940. The Board noted with satisfaction that their Chairman, who is also the Chairman of the Central Advisory Board of Health, proposed to appoint a Joint Committee to consider the steps which might be taken to improve the physical condition of school children. The Board decided to leave to the Chairman the selection of the educationists to serve on the proposed Joint Committee.”

As a result the Hon'ble Member for Education, Health and Lands, appointed the following Committee:—

1. Major-General Sir Gordon Jolly, K.C.I.E., K.H.P., I.M.S., Director-General, Indian Medical Service.
2. Lieut.-Colonel E. Cotter, I.M.S., Public Health Commissioner with the Government of India.
3. Major-General W. C. Paton, K.H.P., I.M.S., Surgeon-General with the Government of Bengal.
4. Rai Bahadur Dr. A. C. Banerjee, Director of Public Health, United Provinces.
5. Lieut.-Colonel C. M. Ganapathy, C.I.E., I.M.S., late Director of Public Health, Madras.
6. John Sargent, Esq., C.I.E., Educational Commissioner with the Government of India.
7. S. N. Moos, Esq., I.E.S., Director of Public Instruction, Bombay.
8. Dr. W. A. Jenkins, I.E.S., Special Officer in the office of the Director of Public Instruction, Bengal.
9. Pandit Lakshmi Kanta Maitra, M.L.A.

The Committee met in New Delhi on the 3rd and 4th November, 1941 under the Chairmanship of the Director-General, Indian Medical Service. All were able to attend with the exception of Pandit Lakshmi Kanta Maitra who was unavoidably prevented from doing so.

Before starting their deliberations the Committee decided to co-opt Dr. Jean Orkney, W.M.S., Director, Maternity and Child Welfare Bureau, Indian Red Cross Society, as a member.

The terms of reference to the Committee were sufficiently wide to include the examination of all those factors which have a bearing on the health of the school child. As health is to be interpreted in a wider sense that of freedom from disease, the main points for consideration appeared to the Committee to be (1) the medical inspection of school children, (2) the treatment of the defects discovered, (3) the improvement of the nutrition of the pupils, (4) the provision of a reasonable standard of environmental hygiene, (5) the teaching, theoretical and practical of the principles of the hygienic living, (6) physical education and (7) the development of healthy habits through the medium of corporate activities such as school camps and scout organisations.

In order to obtain information about the extent to which provision now exists in the Provinces and States for these activities, a questionnaire was sent by the Secretary of the Central Advisory Board of Health to Directors of Public Health asking that it should be completed in consultation with Administrative Medical Officers and Directors of Public Instruction. The information received in reply to the questionnaire was available for the members of the Committee before and during their discussions.

HISTORICAL.

As the movement to develop a school medical service in India has been largely influenced by the corresponding work done in England it will not be out of place to give a short account of the development of this service in that country. The foundations of the school health service in England were laid towards the end of the last century by a few local authorities to whom the high mortality rates during childhood had become a matter of concern and uneasiness. The schemes were at first local in nature and limited in scope. Impetus was given to the movement by the outbreak of the South African war. The medical examination of recruits disclosed a high incidence of defects

sufficiently serious to necessitate the rejection of a large number of men as unfit for active service. The publicity given to these findings quickened public consciousness to the necessity for improving the physical fitness of the nation's manhood.

A Royal Commission was appointed in Scotland to consider the question of physical training in schools. The Commission took a wide view of their duties and reported not only on the physical training and physique of the children but also on the unsuitability of many school buildings, the defective hygiene in schools and poor nourishment of the children.

The publication of this report greatly stirred the public mind and resulted in the appointment in England of an Inter-departmental Committee on Physical Deterioration which was soon followed by another Inter-departmental Committee on Medical Inspection and Feeding of Children attending Public Elementary Schools. The recommendations of the latter were published in 1905 and they formed the real starting point for the legislation directed Physical Deterioration which was soon followed by another Inter-departmental since then towards the improvement of the health and life of the school child.

A big stride forward was taken in 1907 when the Education (Administrative Provision) Act was passed making a system of medical inspection of children in public elementary schools a statutory obligation on every local education authority. In this way a new branch of the national health service was brought into existence. That year also saw the appointment of Sir George Newman as Chief Medical Officer of the Board of Education. He lost no time in drawing up rules for the conduct of medical inspection and these rules were later issued as a memorandum. He also began the publication of reports which were the forerunners of the long series of admirable reports on the health of the school child published annually by the Board of Education. Sir George Newman undoubtedly gave to medical inspection its breadth of outlook and its conception of the essential unity of the home and school life of the child, and he laid the foundations which have given the school medical services in England the high position which they hold to-day.

The Education Act of 1921 went a step further and made it compulsory for all authorities to make adequate arrangements for the treatment of children attending public elementary schools. It required the Education Committees of Counties and County Boroughs to extend the arrangements for medical inspection of boys and girls up to the age of 18 years attending municipal schools and gave powers to provide for their treatment.

The development of public health services in India has been of more recent origin and Provincial Governments have been largely concerned with the urgent problems of providing medical relief and of controlling the incidence of epidemic diseases which occur on a wide scale.

In the next paragraph a brief account is given of the development of school medical service in the Provinces and in certain States.

In the *N.-W. F. Province* a scheme for the medical inspection of school boys in Peshawar City was started in 1927 and in the succeeding ten years was extended to five other towns. In 1937 the medical inspection of school girls began in Peshawar City and later was extended to certain rural areas. In 1941 owing to the large number of doctors joining up from the Province for service in the Army the scheme has been temporarily discontinued except for school girls in Peshawar City. In the *Punjab* the medical inspection of school children and the inspection of school premises started in 1915 and was at first confined to secondary schools. No arrangements were made for treatment. In 1925 a revised scheme was introduced in five districts, medical

inspection and treatment being provided for primary schools and colleges within a radius of three miles from a hospital or dispensary. The inspection was carried out by the hospital staff and the inspection of buildings and premises by the local health officers. In this way the work was divided between the medical and public health departments of the Province. The dual control was found to work unsatisfactorily and the whole scheme was transferred to the Medical Department in 1933. In 1937, there was another change of policy. In the towns in which whole-time health officers were employed the work was handed over to them. In the rural areas it continued to be under the supervision of the Medical Department. All the schemes applied only to school boys; the medical inspection of school girls has been carried out since November 1932 in certain areas under the auspices of the Junior Red Cross. In *Delhi Province* the medical inspection of school boys and girls was started in 1927 with whole-time inspecting staff for the urban, and part-time staff for the rural areas. The part-time services of an oculist and a dentist for New Delhi and the Notified Area were secured in 1937. The scheme is still limited to a certain number of schools in the Province and includes 16 girls schools in urban areas. In the *United Provinces* a scheme was started in 1919 with the part-time employment of private practitioners and dispensary doctors to do medical inspection. In 1926 the Education Department appointed ten whole-time school medical officers for ten of the larger towns. At the same time municipal and district health officers were being appointed in different areas under the Public Health Department so that in 1930 there were three separate agencies for school health work, namely (a) local school committees, (b) the Education Department and (c) the Public Health Department. In 1931 the control of the service was brought under the Public Health Departmental and at present whole-time school medical officers are employed in 13 large towns. The municipal health officers do the work in 21 smaller towns and in 27 still smaller towns the district health officer is the school medical officer. In *Bihar* medical inspection started in 1920 and a school medical officer with an assistant school medical officer was appointed for each division in the Province. A woman doctor was appointed for the whole province. At first the school medical officers were under the Inspectors of Schools, but in 1931 were brought under the control of the Public Health Department and this organisation exists up to now. Medical inspection is limited to high and middle schools in places where high schools already exist. *Orissa* follows the same lines as Bihar from which it was separated and has one school medical officer with an assistant medical officer and they work in high and middle schools. In rural areas the part-time services of dispensary doctors are utilised for the medical inspection of middle schools. A limited amount of medical inspection of school girls is done in three towns by women doctors. In *Bengal* a school hygiene branch of the Public Health Department was created in 1920 and inspections were carried out in municipalities where a health officer was employed. In 1928 a scheme for Calcutta came into force and three doctors were employed on a part-time basis with the voluntary services of an oculist and a dentist. In 1932, owing to retrenchment, the scheme was drastically reduced. In 1940, additional doctors were sanctioned and the school medical service was placed under the Director of Public Health. In *Bombay* a scheme was started in 1921 but was abandoned in 1922 as a measure of retrenchment. In 1938 the Government introduced physical education as a compulsory subject and required that satisfactory arrangements should be made to examine all pupils at the beginning of each year in order to determine their physical fitness. It is stated that in Government schools medical inspection is carried out by Government medical officers and secondary schools under non-official agencies make their own arrangements while

local authorities have been asked to provide for medical inspection in primary schools through private practitioners or Government doctors. In *Madras* a scheme applicable only to recognised secondary schools was introduced in 1925 and was extended in 1928 to colleges and to elementary schools for boys in those areas in which compulsory education was in force. The scheme was suspended in 1932 owing to financial stringency and has not yet been revived and medical inspection is now confined to schools in the city of Madras and in the Poonamallee Health Unit. In *Hyderabad* medical inspection was started in 1935 in middle and high schools and was extended in 1937 to the primary sections of such schools. In *Baroda* medical inspection of school children in the city was started as far back as 1909 and has continued up-to-date on a limited scale. In 1925 medical inspection was extended to other places in the State with hospitals and dispensaries. In *Mysore* a scheme for medical inspection of school children was sanctioned in 1926 for Bangalore City. The scheme was confined to Government high and middle schools and was extended in 1927 to primary schools. In 1928 all the boys' schools in the State were brought within the scope of the scheme wherever medical men were available to undertake the work. At present medical inspection is carried out in the two cities of Bangalore and Mysore, in the headquarters towns of five districts, in 80 per cent. of taluk headquarters and in a few villages.

From this brief summary of the development of school medical service in the different Provinces and States it will be seen that the area covered by the service varies widely as well as the types of schools in which medical inspection is done. Medical inspection in girls' schools is limited. The schemes seem to cater more for middle and high schools than for primary schools.

The Committee wish to draw special attention to the frequency with which a system of medical inspection has been started in a Province, only to be abandoned after a short while as a measure of economy. There have also been a number of instances of change in policy which seem to indicate that there has not been clear appreciation of the fundamental necessity for and the essential characteristics of a school medical scheme calculated to promote the health of the school child. The Committee emphasise that satisfactory arrangements for school medical inspection and treatment form an essential part of any efficient system of public education.

CHAPTER II.—AIMS AND OBJECTS OF A SCHOOL MEDICAL SERVICE.

In his annual report for 1926 Sir George Newman, Chief Medical Officer of the Board of Education, England and Wales, summarised the functions of a School Medical Service as follows:—

1. To fit the child to receive the education provided for it by the State. But this must also mean to adapt educational methods to the natural physiological capacity and powers of the child. This involves a study and understanding of the sphere and compass of a child's physiology.

2. To detect any departures from the normal physiological health and growth, any impairments, aberrations, defects, or disease (physical, or mental), and advise the remedy or amelioration of them (at the school or otherwise) lest worse befall.

3. To seek the causes and conditions (external and internal to the body of the child) of such defect and disease, and, as far as may be, prevent them.

4. To teach and practise personal hygiene in every school, so that a habit of hygiene may be contracted by the children, and the way of physiological life may be followed by each coming generation.

Newman further stated that the purpose of a school health service is "to prepare the child for education and for citizenship". To carry out this purpose a system has been devised in England by which a specially appointed doctor visits each elementary school at least once a year and examines every child at least three times during his school career, namely, as early as possible after joining the school, at eight years of age and lastly at twelve. This medical officer also examines all children referred to him for special examinations during the intervals by teachers and parents. Provision has been made, on a wide scale, for the treatment of the defects discovered during medical examination. The essential unity of the child's life in his home and in the school has been recognised and the school health organisation seeks to remedy or ameliorate as far as possible, the environmental and other factors which militate in the home and in the school against the child's attaining the full measure of his mental and physical development. The physical education of the child, an improvement of his nutrition, the inculcation of healthy habits by proper health training and the securing of the active cooperation of the parents by educational work among them are being pursued as an integral part of the campaign for improved school health.

The Committee are of opinion that the aims and objects of a School Medical Service as defined by Sir George Newman are applicable to India and consider it absolutely essential that in this country steps should be taken at any rate to ensure that those children who are attending school are healthy and kept healthy. This is essential not only from the medical point of view but from the educational point of view.

From the brief survey of the development of the school health services in India given in the last chapter it will be realised that they are rudimentary in type. During reorganisation and expansion, the rate of progress in India cannot be the same as in England for various reasons which will be briefly indicated, and the organisation of a fully developed school health service for the country as a whole is a matter which cannot be completed in the near future. Nevertheless, it is justifiable to hold that, while the problem in this country may require for its solution a slower advance and, what is equally important, experimentation in the methods of administration and organisation suited to Indian conditions, the time has arrived for taking stock of the position and for making a determined effort to mobilise the available resources, particularly in the large towns and cities, for developing as complete a school health service as circumstances permit.

One of the biggest difficulties to be overcome in India is the inadequate number of qualified doctors and nurses. In this country with its population of nearly 400 millions, the total number of doctors is only 40,000 or one doctor for an average population of 10,000. In England the proportion of doctors to the population is about 10 to 12 times greater. In England the school nurse plays a large part in the programme of treatment, health education and improving the environmental conditions of the child's home but in India the total number of registered nurses is only about 5,000. It will obviously take a considerable time to remedy these deficiencies and in the meantime alternative methods will have to be considered for meeting our requirements. Suggestions for alternative methods are made in the later sections of this report.

The majority of doctors in India are concentrated in the urban areas while nearly 90 per cent. of the population live in the villages. The development of a school health service can therefore be carried out more easily in the larger urban

centres. Apart from the higher proportion of medical men, the concentration of the school population with narrower limits in towns and cities, better facilities for transport and for treatment and the existence of a public health organisation are other advantages which can be fully utilised in developing school health work in urban areas. In fact, in some of the large cities in India the available resources appear to be such as to make it possible to organise school health work on as wide a basis as has been done in the West.

CHAPTER III.—MEDICAL INSPECTION.

The replies to the questionnaire show that the percentage of children with one or more defects discovered during medical inspection in 1940 varies from 20 per cent in Jodhpur to 87 per cent. in Coorg. The conclusion which the Committee feel justified in drawing from the figures before them is that probably fifty per cent. of the children attending school would be found to require medical attention or medical observation.

Age of admission to school.—That the provision for the care of the child in the pre-school period is far from adequate was shown in the report of the Maternity and Child Welfare Committee presented to the Central Advisory Board of Health at its second meeting. Even in those areas where maternity and child welfare centres are functioning, it is rarely that children after the age of three receive any special attention and at this period of their lives they are easily liable to develop defects. For this reason it is important that the gap between maternity and child welfare work and the school medical service should be narrowed as much as possible. Where maternity and child welfare work does not exist, the need for bringing the children under an inspection scheme at the earliest possible age becomes even more urgent.

The Committee consider that too much weight cannot be given to health considerations in determining the age at which children should be admitted to school. The Committee are of the opinion that the age of school entry which will enable a child to come under medical inspection should be not more than six and preferably five.

Number and nature of examinations.—Three types of medical inspection are required in a scheme, namely, (1) the full routine medical inspection at specified ages, (2) the re-inspection of children found defective at such routine inspections and (3) the special inspections of children selected by the parent or the teacher for examination by the doctor in the intervals between the routine inspections. The extent of these special inspections will depend on the ability of the parents, and still more so of the teacher, to recognise those children who are failing to develop satisfactorily either physically, mentally or socially. The basis of medical inspection of school children in England is their routine examination as early as possible after joining the school, at eight years of age and again at twelve. In that country there has been considerable discussion as to the most desirable number of such routine examinations. Some critics argue that they are a waste of a doctor's time because they involve the examination of large numbers of children who are found quite normal, in order to select a minority suffering from defects. The critics urge that the defects discovered are generally of such a nature that they can be detected by an observant parent or teacher and brought to the notice of the doctor. However, even the most enthusiastic protagonists for reducing the frequency of school medical inspections in England seem to regard two examinations as the minimum; one at the beginning and one at the end of the school career. In India the frequency of routine examinations has varied considerably from as often as every three months to three times in the school career. The Committee consider that many routine examinations now carried out in different parts of India are unnecessary and recommend that the routine examinations of a child should take place (a) on

entry into a primary school at approximately its 6th year, (b) at the 11th year and (c) the 14th year. For children in high schools when leaving at the age of 17 a final examination is desirable. Children who go from a private school where they have not been under a medical inspection scheme to a secondary school should be given a routine examination as soon as possible after admission.

The Committee realise that, with the routine inspections in a child's school career limited to three, responsibility is thrown on the parent and the teacher for bringing the defects in a child to the notice of the doctor in the period intervening between these examinations.

Rate at which routine examinations can be carried out.—The Committee had before them figures showing the number of routine examinations which are carried out in different parts of India in relation to the full time staff employed. These figures varied somewhat and the consensus of opinion of the Committee eventually was that 28 routine examinations a day is a suitable number for a wholtime doctor who is also responsible for treatment. Taking the number of working days per annum in schools at 175, twenty-eight inspections per day will give a total of approximately 5,000 inspections in the year to be performed by a wholtime doctor. Taking a population of primary school children of 25,000 spread over a period of five years between the ages of 6 and 11, there would each year be 5,000 entrants and 5,000 at 11 years of age for examination, making 10,000 routine examinations. In all probability a total of 10,000 re-examinations and special examinations would be required in the year for the 25,000 school population. Such examinations are likely to occupy about half the time of a corresponding number of routine examinations. The total time required for medical inspection in a scheme covering 25,000 school children would therefore correspond to that of 15,000 routine examinations. With one doctor for 5,000 examinations, three doctors are considered necessary for the school population. These calculations are however of a general nature and the number of doctors required will depend on local conditions, especially on the proportion of re-examinations and special examinations which will have to be done.

Frequency of a doctor's visit to a school.—A doctor should maintain touch with the staff and children in each school throughout the year and his return visits for special inspection should enable him to do this. It is desirable that routine inspections should be timed so as to cause a minimum of interference with the routine working of the classes.

Medical Record.—A medical record will have to be maintained for each child. The schedules used in the various Provinces for recording the results of medical inspection were placed before the Committee. The Committee consider that it would be advisable to have a standard record and a suggested schedule for the purpose is given as an appendix to this Report.

The Committee consider that it is most important for the guidance of the new head master in a secondary school that a child should bring with him from the primary school an up-to-date medical record; similarly, in the case of a child going from one school to another. It is understood that in the United Provinces the transfer certificate, which a child receives on leaving one school for another, is accompanied, where medical inspection exists, by the medical record of the child. The head master of the school which the child is leaving should be made responsible for transferring this record.

In the maintenance of records, to avoid the doctor's time being taken up with clerical work, the headmaster should cooperate in filling the cards and he would of course be responsible for their safe custody in the school.

The Committee consider that the height and weight figures recorded at the routine examinations are not likely to prove a valuable index to a child's progress and that they will be of much greater value if height and weight are taken at regular intervals of not less than twice a year and recorded preferably in the form of graphs. This work should be done by the teacher. Any child showing material variation from the normal progress should be brought to the notice of the doctor. In view of their recommendation that routine examinations should be limited to three, the Committee desire to stress the value and importance of the regular maintenance of these height and weight records.

Qualifications of inspecting staff.—Medical inspection should only be carried out by a qualified doctor and by this the Committee imply a registered practitioner of modern scientific medicine. He will require some special training, especially in eye refraction tests and in the detection of the early signs of malnutrition and also in ear, nose and throat conditions. In view of the increasing part which physical education is playing in the life of the school child, it is considered essential that he should be well acquainted with the physiological basis of modern physical education.

Place of inspection.—Medical inspection should be carried out on the school premises during school hours. It is very desirable that if possible a parent should be present at the time of inspection. The doctor should always go through the inspection results with the head teacher and if necessary with the class teacher also before he leaves the school. In those schools which have a physical instructor it is also desirable that he should as far as possible be available during the inspection. In this way the three persons who are intimately connected with the child, *viz.*, the teacher, the parent and physical instructor will have the opportunity of hearing the doctor's view regarding the child and of obtaining any special instructions regarding the child's health.

Statement showing percentages of children found suffering from specific defects at medical examination during 1940

Name of the Province or State	Defective vision.	External eye conditions.	Enlarged tonsils and adenoids	Dental caries and pyorrhoea.	Ear diseases and defects of hearing.	Enlarged spleen.	Skin diseases.	Malnutrition.	
Bengal (Calcutta) ...	25.9	Not available	10.7	8.7	1.0	0.6	1.6	6.9	
Delhi Province ...	9.0	17.0	10.9	11.9	1.2	1.1	3.1	6.9	
Punjab (Boys) ...	10.0	Not available	26.6	Not available	Not available	2.4	Not available	18.8	
N.W.F. Province* ...	0.9	7.0	0.9	1.1	0.6*	Nil	0.3	Not available	
{ Boys	0.3	3.5§	13.0	6.8||	2.7	Not available	8.8	13.7	
Madras { Entrants { Girls	0.2	2.2§	17.3	3.4||	0.9	Not available	6.6	0.8	
{ Regulars { Boys...	0.6	3.7§	23.5	14.8||	2.4	Not available	18.0	11.0	
{ Girls...	0.3	3.2§	21.2	36.7||	1.4	Not available	8.1	1.3	
Baroda City ...	5.3	4.3	18.9	33.8	23.9	2.1	1.8	15.1	
Hyderabad (City) { Boys	6.5	Not available	11.2	15.0	5.1	0.7	6.2	10.6	
{ Girls	5.8	Not available	8.0	5.5	0.3	0.7	1.0	4.1	
Ajmer-Merwara ...	No figures are given; enlargement of tonsils, defective vision, trachoma and anaemia are said to be the principal defects.								
Baluchistan ...	No figures are given; the principal defects are stated to be diseases of the eye, malaria, avitaminosis, tonsilitis and splenomegaly.								
United Provinces { Urban	7.5	5.6	16.4	16.1	Not available	0.5	2.7	14.0	
{ Rural	0.9	4.8	4.5	10.8	Not available	1.5	2.3	6.0	
Bihar (Boys) ...	13.2	0.1	11.9	4.2	Not available	Not available	Not available	13.8	
Orissa ...	7.3	5.4	10.7	11.2	Not available	12.0	6.6‡	19.5	

*The figures relate to Peshawar for the first quarter of the year July 1939—June 1940.

†The figures include diseases of the ear, nose and throat.

§Eye diseases.

||Only dental caries.

‡Figures are for scabies only.

CHAPTER IV.—TREATMENT AND FOLLOW UP OF DEFECTS.

The Committee cannot emphasise too strongly that a scheme for medical inspection without provision for treatment and follow up is of little or no use.

The table facing this page shows the nature and incidence of the principal defects found at medical inspection in certain Provinces and States. While the divergencies in the figures suggest that the examinations have not been carried out on a uniform basis, the disabilities from which the school child mainly suffers appear to be enlarged tonsils and adenoids, dental caries and pyorrhoea, malnutrition and defective vision.

Since malnutrition affects a considerable percentage of children, schemes for treatment will have to include provision for supplementary nourishment for such children. Special arrangements will be necessary for the treatment of dental defects, for the enucleation of tonsils and adenoids and for the correction of more serious defects of vision and hearing. Simple errors of refraction can be dealt with by the school doctor as can diseases of the nose and throat which do not require operation.

The table does not provide any complete picture of the extent to which children suffer from passing ailments of the eyes and skin or other shortlived departures from normal health. The season of maximum incidence of conjunctivitis, for instance, may or may not coincide with the routine inspection of the school children. The vast bulk of these temporary defects can be treated in the school. Many of them are of such a nature that they can and should be effectively treated by a careful parent with domestic remedies. At present, however, owing to the indifference and ignorance of many parents provision for treatment must be made by the school authorities in the interests of the child. The important thing is that the child should receive treatment: treatment which will not only cure the defect in the shortest time and with least interference with his school attendance, but will also aim at preventing recurrence.

Replies to the questionnaire show that not only is the provision for treatment inadequate in most areas but that the facilities available are unlikely to fulfil the requirements set out in the previous paragraph. Exceptions are the N.-W. F. Province, United Provinces and Delhi, where school clinics or dispensaries have been established. In the N.-W. F. Province 89.3 per cent. of the 14,401 children found with defects were treated. In Bihar 59.9 per cent of 7,086 children with defects are said to have received treatment at hospitals and dispensaries. Most provinces gave no figure from which the percentage of defective children who actually received treatment can be calculated.

Generally speaking the child in order to obtain treatment has to take his chance at the out-patient department of the general hospital or dispensary which is usually overcrowded and where his minor ailments seem a matter of small moment to the doctor overworked in dealing with serious illness. There is small chance that any attempt will be made to explain to the child or his parents the circumstances and agencies through which the defect arose and how they can be modified to prevent recurrence. There may be no time even to do more than prescribe treatment to be carried out at home by unskilled and ignorant parents, a method which experience has shown does not give successful results.

The Committee are of opinion that the solution to the problem of providing the *right kind of treatment* in urban areas lies in the establishment of school clinics. The clinic should be conveniently placed to serve a number of schools: In many towns buildings suitable for the purpose already exist, for example maternity and child welfare centres, and in organising a scheme of treatment advantage should be taken of these. Similarly in the planning of new buildings for health activities the advisability of grouping welfare centres, school clinics, etc., should be borne in mind.

The Committee consider that, whenever his duties will permit, the teacher should be present at the clinic with the children to see what is being done and to receive any instructions for treatment which is to be carried out in the school in order to relieve pressure on the school clinic. Failing the establishment of special school clinics staffed by the school health service, the next best plan will be to arrange a special session for school children daily at the local hospital or dispensary. This may have to be arranged in the afternoons when the doctor has got to attend other patients in the mornings.

Whatever may be the arrangements for providing treatment by a doctor for the child, a large amount of minor elementary treatment of children can and will have to be done at the school. Much of this work in other countries is done by the school nurse, but conditions in India at present make it essential that the duty to a large extent should fall on the teacher. It is recognised that the average primary school teacher cannot be regarded as the ideal person to carry out the daily treatment of a number of minor ailments. But until the necessary number of school nurses is available this is the obvious alternative. The teacher should be told by the school doctor the type of cases he may treat and what treatment should be given and he should be made to recognise the dangers of undertaking treatment beyond his scope. Given such training, a teacher who is interested and endowed with a fair degree of commonsense can do much for the health of his pupils. He will of course require the necessary dressings and drugs.

Follow up work.—It is important to keep in mind that treatment should be directed towards the care of the child as a whole and not merely of the particular defect discovered. The susceptibility of the child to disease is largely determined by his nutrition, his personal cleanliness and the hygienic condition of his environment.

The school itself where it is insanitary or overcrowded, or where the curriculum is not in conformity with the physiological capacity of the child, plays a large part in causing disease. In spite of this it remains true that a preponderant role is played by the home environment, and the campaign for the reduction and prevention of disease must therefore be carried into the home if any sound progress is to be achieved.

The most efficient agent for this purpose is the health visitor who is already in touch with the parents through the maternity and child welfare services. She is in the best position to win the confidence of the mother and to make her receptive to new ideas. Traditional customs and habits, particularly the observance of purdah, militate to a large extent against the attendance at medical inspection of the mother who is after all the chief determining factor in the home environment. Wherever a maternity and child welfare service exists every effort should be made to secure the interest and co-operation of the health visitors in following up the defective school children in their homes. However, as the number of health visitors is inadequate, any large scale employment of health visitors for the work though desirable is not practicable and therefore alternative methods of influencing the parents must be tried out.

Attention has already been directed to the value of having the parents present at medical inspection to hear first hand the doctor's advice regarding the health of the child. In the absence of the parents the teacher is once more the agent on whom the onus will fall of trying to improve home conditions. At present very few teachers even in high schools have ever been inside the homes of the pupils. The lack of contact in every type of school between teachers and parents is a regrettable feature of school life in India, which the Committee feel should be remedied as soon as possible. Teachers ought to

realise that it is their duty to know the parents of their pupils and to become welcome friends in the home of the children.

The Committee recognise that it is difficult to create any real interest in many teachers for the welfare of the children so long as their status, salaries and prospects remain at their present low levels. Even under existing circumstances a good deal can be done to secure increased assistance from teachers, but the desired end can only be achieved when the conditions of service of all teachers are such as to command their allegiance and co-operation. As the teacher is the solution to so many of the problems of school health, the Committee urge the vital importance of removing the sources of discontent and of making the conditions of employment more attractive to the right type of man and woman.

CHAPTER V.—NUTRITION.

In the majority of the Provinces and States schemes for supplementing the nutrition of school children are stated to be in force, although their working in many cases is restricted to particular types of schools and to certain localities. Further evidence of the recognition by provincial authorities of the value of a midday meal for the school children is available from the fact that in certain Provinces, of the total budget allotment for the school health service a high proportion is for school meals. Examples are Madras city with a provision of Rs. 67,000 for supplementary food and an allotment of Rs. 12,000 for the school medical staff, and Bengal with a provision of Rs. 45,000 for food and Rs. 7,800 for medical inspection and treatment.

Certain details of the Bengal scheme were described to the Committee. The scheme has been in operation since 1934 by which a midday meal is given to the children of all aided high schools at a cost of four annas a month per child. This meal, although it is not substantial, is stated to have a marked effect in improving the working capacity of the children in the afternoons. In the initial stages the cost of the scheme was borne on half and half basis by Government and the parents. The scheme is now more extensively adopted and the division of cost is as follows:—

Parents where they can afford to do so pay the whole 4 annas per month. The headmaster is allowed to give free tiffin to 10 per cent. of the poorest children and the cost of this 10 per cent. is defrayed from the Government grant.

The small amount of four annas per child per month fully covers the cost of the food and its preparation in the school.

The Central Advisory Board of Health in appointing this Committee drew particular attention to the problem of nutrition in primary school children. The replies from the Provinces and States show that the children of primary schools are not generally included in the schemes for midday meals. One reason for this is that the primary school population is much larger and that the financial problem of providing supplementary food for them is therefore more difficult. The Committee were informed that in Bengal there were five million primary school children and that the cost of giving them supplementary food would be about Rs. 1½ crores. On the other hand, the effects of malnutrition on primary school children are not less serious than on children of higher ages.

In many parts of India it is the custom for children to have a meal before they leave for school and have no more food until they return home in the late afternoon. Such children cannot be expected to have the necessary energy to devote themselves to their school tasks. It is essential, both from the point of view of education and of health, that all the children should be given a midday meal, whether it is brought by the children from their homes or provided at the

school by the authorities. Where food is provided by the authorities, parents who are able to pay should contribute their share to the cost of the schemes and in the case of children whose parents are too poor to pay no charge should be made. There is increasing recognition of the necessity for extending the facilities for primary education and for making it compulsory as far as possible but it is not sufficiently recognised that much of the value of such education will be lost if the children are not adequately nourished.

The main problem therefore is that of providing a satisfactory school meal at as low a cost as possible. No uniform scheme can be devised to meet the requirements of all. Various methods must be attempted for securing for the children of different economic levels some extra nourishment, and suggestions in this connection are now put forward.

The value of milk in promoting the growth of children and increasing their general sense of well-being has been definitely proved by large scale experiments in India and abroad. But whole milk is too costly an article of food to be widely used in this country. Researches by the Nutrition Research Laboratories, Coonoor, show that skimmed milk possesses considerable food value. It has now been made easily available for educational institutions by the removal of the import duty on it. Even so this food may be beyond the reach of poor primary schools.

Other experiments carried out by the Coonoor Laboratories have shown that much of the value of whole and skimmed milk is contained in calcium lactate, an important constituent of both. The administration of one gramme of calcium lactate per day has been shown to be of definite benefit to the child and costs only about one anna per child per month. Calcium lactate should therefore be within the reach of a wide section of the population.

Germinating grains have been found to be of considerable value in warding off food deficiency diseases and is a very desirable supplementary food for children. Germinating grain can be prepared easily and costs little.

Much more might be done to develop school gardens which could provide vegetables to supplement the children's midday meal. The lack of vegetables is a common deficiency in Indian diets and the development of school gardens in addition to providing nourishment for the children will have a desirable educative influence.

The Committee desire to draw the attention of health and education authorities in the Provinces to these facts, in the hope that use will be made of them in improving the nutrition of the school population.

The teacher can and should play an important part in teaching the principles of nutrition to school children and in educating the parents with regard to the methods of improving the diet of the children within the means available to them. Sound instruction of the teachers and children in nutrition requires that simple text-books embodying the fundamental principles of the subject should be made available in the different Indian languages. The Committee were informed that the preparation of such a text-book is engaging the attention of the Nutrition Advisory Committee of the Indian Research Fund Association. This text-book, when published, and the Health Bulletin entitled "The Nutritive Value of Indian Foods and the Planning of Satisfactory Diets", should be translated by Provincial Governments into the principal Indian languages and made available to the school authorities.

CHAPTER VI.—PERSONAL AND ENVIRONMENTAL HYGIENE.

The practice of personal hygiene by the school children depends on many factors, not the least important being the example set by the teacher. Not only must the teacher's personal cleanliness be of a high standard but his physique and general health must also be good. To ensure this no teacher should be appointed without passing a medical examination of fitness approved by the Government of the Province or State.

Considerable hardship may result from the application of this recommendation unless at the same time a medical examination of all candidates for admission to training schools and colleges is instituted and the Committee therefore recommend that this should be done. At an earlier stage the school doctor and the teacher can do much to discourage pupils of poor physique or handicapped by special defects from choosing teaching as a profession.

During training and on subsequent employment it is no less important that a careful watch should be kept on the teacher's health. Periodical examinations of the teachers by the school doctor should present no serious difficulty. The object is as much to protect the teacher's own health as to eliminate any danger to the school population. If the medical examination brings to light any disease or defect every effort must be made to help the teacher to a complete recovery. Treatment may not be the only means necessary, the conditions of work and the amenities provided for the teacher's comfort also deserve attention.

The teaching and practice of personal hygiene in school are dealt with in a subsequent chapter and it is only necessary here to draw attention to the need for encouraging personal cleanliness amongst the school children and for providing the facilities required for the attainment of a high degree of personal cleanliness.

In a number of Provinces and States cleanliness parades are held by the teacher. In some schools the parades take place daily, in others weekly or biweekly, in others a cleanliness parade is held only at the time of the school doctor's visit. Parade inspection is most suitable for the younger classes. A daily parade of the school children before the school starts gives the teacher an opportunity of judging the cleanliness standards of the children and of supervising the practice of cleanliness. The scope of the parade should not, however, be limited an inspection of cleanliness; minor ailments, fatigue, malnutrition and other departures from health can and should be detected and suitable advice given or treatment initiated when necessary.

The detection of dirty children has no value unless arrangements are made for remedying the conditions. Facilities for washing are particularly important and in towns with a pipe water supply this should present no difficulty. In rural areas the construction of a soakpit and the supply of water of reasonable purity are the minimum requirements. In areas where facilities for bathing are limited schools baths are an invaluable asset to any scheme for promoting the health of the school child.

The beneficial results of membership of the Junior Red Cross on the personal hygiene of the pupils is mentioned elsewhere in the report.

The question of environmental hygiene was not extensively discussed since the School Buildings Committee appointed by the Central Advisory Board of Education are already dealing with this subject.

The replies received from Provinces and States to the questionnaire state that, generally speaking, the lighting, ventilation and construction of Government schools are satisfactory. On the other hand, schools under private management are often housed in buildings not originally designed for the use

of schools and fall short of reasonable hygienic standards. The selection of a house for use as a school is frequently left to a Sub-Inspector of the Education Department who usually takes no account of the health requirements. Where it is necessary to use ordinary buildings as schools the responsible education authorities should obtain the advice of the local health officer as to their suitability.

Little scientific data on the lighting, ventilation and heating of schools are available with regard to tropical conditions. The School Buildings Committee of the Central Advisory Board of Education have recommended the appointment of a body of experts to investigate and report on suitable standards for Indian conditions. This recommendation is supported.

The necessity for providing a safe water supply in schools requires special emphasis. The Committee recommend that, whatever the source of supply, there should be provided in each school some type of container in which wholesome water, kept under lock and key, is made available to the children by being drawn off through a tap.

As regards the provision of latrines the Committee are of opinion that, for schools in rural and suburban areas, the bored-hole type of latrine offers a satisfactory solution in most areas. It is cheap to construct, costs practically nothing to maintain and should prove satisfactory in every way for preventing soil pollution in and around the school premises. The possibility of surface wells becoming polluted by infection travelling through the subsoil water from bored-hole latrines has been used as an argument against the wider use of this type of latrine. This danger seems to have been exaggerated. If preliminary investigations are made to determine the direction of the flow of subsoil water the location of bored-hole latrines can be decided on with safety.

The questionnaire asked for information on the extent to which suitable school furniture is provided but the details given were scanty. In India desks are in use in the higher classes but the children of primary schools are after made to sit on the floor with no support for the back. The effect of posture on the child's health and growth, with special reference to the use of desks and seats, is a matter of great importance and requires special investigation by an expert body. The Committee consider that, without such an investigation, it is not possible to assess the ill-effects, if any, that the habit of squatting on the floor is producing on the health of primary school children.

The attention now devoted by school authorities to environmental hygiene is not sufficient. The Committee therefore consider that all officers inspecting schools, whether they belong to the Education, Medical or Public Health Departments, should report on the sanitary condition of the premises and the surroundings and bring to the notice of the educational authorities such defects as they discover.

But no permanent improvement of the environment can be expected until the school children and their teachers begin to take an active interest in keeping the school premises clean. Co-operative effort among the children for the cleaning up of the school and its surrounding areas should be encouraged. The children can also take part in other forms of communal health activity. Recent work in the rural area around Delhi has shown that one of the most useful methods of preventing malaria is by the use of insecticides to kill adult mosquitoes in houses. The children in these Delhi areas have been trained to do this work. In India malaria is the most important health problem and has a crippling effect on the lives of an enormous number of school children in the areas where the disease is prevalent. The control of the disease by the eradication of mosquito breeding places is often too costly, as it involves expensive engineering works, but in the destruction of adult mosquitoes with insecticides

an effective method has become available for reducing the infection of school children. The method is not expensive, and, it is hoped, will become cheaper. A progressive teacher can encourage the children to help in the filling or draining of shallow depressions where water collects and the malaria mosquito breeds. These are simple measures which require only the initiative and inspiration of the teacher for their success. A passive attitude regarding the prevalence of malaria has been allowed to continue too long.

CHAPTER VII.—TEACHING OF HYGIENE IN SCHOOLS AND IN TRAINING SCHOOLS AND COLLEGES.

Replies to the questionnaire show that on paper at least the importance of training the teacher and the children in a healthy way of life is realised by the Education authorities since hygiene is included in the syllabus of every Training College and nearly every Training School in the Provinces and States from which replies were received. Similarly with one or two exceptions hygiene is stated to be a subject of study in all primary and secondary schools. In the latter hygiene is not infrequently an optional subject. This seems reasonable in the senior classes if hygiene has been well taught at an earlier stage in the school curriculum.

While the general situation on paper sounds satisfactory the low standards of personal and environmental hygiene met with in many schools are such as to forbid an easy acceptance that all is well. These low standards lead to the conclusion that something is wrong with the content of the syllabus and the methods of teaching hygiene both in training institutions for teachers and in schools for children.

Put shortly, the successful inculcation of healthy habits in school children will depend primarily on the standards set by the teacher in his personal hygiene and on his knowledge of and outlook on health questions. The teacher must be the model to be followed by the child with regard to health and healthy ways of life. If any progress is to be made, the health consciousness of the teacher must be stimulated by better teaching of hygiene in the training schools and colleges.

As a first step towards securing the fitness of the teacher for the teaching of hygiene, the Committee wish to affirm their view that practical hygiene should be a compulsory subject in all courses for the training of teachers, and that particular attention should be paid to the subject in training schools for teachers, in primary and vernacular schools.

The syllabus in use in many of the training schools and colleges requires revision, if the new demands which will be made on the knowledge and resourcefulness of the teacher as a part of the school medical service, are to be met. In only one or two Provinces has an effort been made to prepare and publish a text-book on hygiene in the vernacular for use in training schools. In training colleges the text-books prescribed are those in use in the United Kingdom. As the personal, communal and environmental aspects of hygiene in India differ widely from those obtaining in a temperate climate text-books dealing with Indian conditions are indispensable. Apart from text-books, a handbook on health education for use by school teachers would be a valuable addition to the equipment of the teacher.

Replies to the question "Is hygiene included in refresher courses for teachers?" were in the negative in the majority of Provinces and States. In order to ensure that the knowledge and interest of teachers in the subject are kept alive and in order to keep them acquainted with new developments, the attention of educational authorities is drawn to the great desirability of providing facilities for refresher courses in the subject.

The Provincial educational and health authorities should collaborate in drawing up a syllabus for each type of training institution. The preparation and publication of text-books for use in training colleges and schools and of handbooks for the guidance of teachers responsible for health education are a necessary corollary to the revision of the syllabuses.

In the recommendations of the Committee regarding the organisation of medical inspection the teacher is called upon to play a very important part. On account of the ignorance of parents and the limited number of doctors of will largely fall on the teacher to detect early departures from normal in a child, to assist in treatment, to make contact with the home in order to influence the parents and to keep the teaching and practice of hygiene alive in the school. For these reasons the Committee consider that practical demonstrations should form an important part of the course of training. The teacher should be taught by practice how to recognise defects in children and to do elementary treatment as it is only by his learning to do that it will be possible to establish a school medical service on a reasonably wide scale.

Certain parts of the training course will require to be taught, if possible, by a doctor, preferably by a member of the regular school medical service, the establishment of which is recommended by this Committee.

In regard to the teaching of hygiene to children the instruction now given in primary schools in several Provinces is inappropriate to the age of the child. The training of the child in health habits does not begin sufficiently early and the approach to the subject is through disease rather than through a study of the requirements for health. The Committee consider that instruction in hygiene should begin at the earliest age possible. At the beginning the instruction should be wholly on practical lines and devoted mainly to personal hygiene, while at a later age the child's interest can be directed to environmental hygiene and the health of the community. The Committee wish to emphasise that unless greater attention is given by the responsible authorities to the planning of school buildings and to the provision of equipment which will make the practice of healthy habits possible, progress will be difficult. It is futile to try to awaken in the child an interest in and a sense of responsibility for his own health and for the sanitary condition of his surroundings so long as the schools themselves fall short of reasonable hygiene standards. As the teacher should be the model for the child to follow in personal standards, the school should be the model for the home in regard to environmental cleanliness.

The replies from the Provinces show that the active and willing co-operation of the children in health matters is best secured in schools where a movement such as the Junior Red Cross is alive. In such schools, it is stated, a notable improvement has been made in the personal cleanliness and healthy habits of the children. The Committee are of opinion that the Junior Red Cross Health Game is an appropriate and valuable means of laying the foundations of a healthy life during the primary school years. At a later stage with fuller instruction in hygiene, and particularly in the environmental aspects of the subject, the child should become an asset to the school authorities for the care and orderliness of the school buildings and compound. Later his activities can be extended beyond the school boundaries to the community where he can take part in antimalaria campaigns and other measures for the control of disease and for general raising of the standard of life in the community. In the senior classes the children can also assist the teacher in the recording of heights and weights and in the treatment of minor ailments under the direct supervision of the teacher. In this connection the Mackenzie school course of First Aid, Hygiene and Sanitation should prove to be of great value to the pupils.

For girls in the upper classes a training in mother-craft should prove invaluable and in order to make the training practical they should be given opportunities of visiting child welfare centres as far as this is feasible.

CHAPTER VIII.—PHYSICAL EDUCATION.

The information received from the Provinces and States shows that in a general way physical education has received more attention in secondary than in primary schools. The physical education of girls has received much less attention than that of boys.

The employment of trained physical instructors is practically limited to secondary schools, while in primary schools the teaching of the subject is entrusted to ordinary teachers who may or may not have had training in physical education.

Colleges for physical training exist in Madras, Bombay, Hyderabad, Calcutta, Lucknow and Lahore. In many of the other places, facilities for physical training are provided in the training schools for primary and secondary school teachers.

The time devoted to formal physical exercises is usually part of the school hours while games are played after school has finished. The period set apart for physical exercises varies in the Provinces and States, from about 20 minutes each day to two periods of 30—45 minutes per week.

The types of physical exercises adopted in schools include games, gymnastics, drill, boxing and indigenous types of recreation such as folk dances. The Committee were informed that a lot of old fashioned drill goes on in schools which obviously does the children no good; far from benefitting them, it merely tires them. Many schools have physical drill at the end of the day, a time which should be avoided, if possible.

Physical education is everywhere stated to be compulsory for boys in secondary schools. An important question in this connection is that of ensuring that the nature and extent of the exercises that individual children are made to take do not go beyond their physiological capacity. The questionnaire asked whether the school doctor prescribed the type and extent of physical exercise to be taken by pupils suffering from physical disabilities, and what other provision existed for this purpose in schools without a doctor. The replies state that where the services of a school doctor are available, his advice is followed; otherwise the physical instructor, the headmaster or the class teacher determines the class of exercise.

The Committee having considered the information available regarding the existing provisions in the country for the physical education of school children make the following recommendations:

Organisation for the supervision of physical education.—In each Province and State, the Educational Department should have at headquarters an experienced and well qualified officer to organise the scheme for physical instruction in the colleges and schools. Under him there should be a District Inspector of Physical Education for each district. In every secondary school a fully trained physical instructor should be on the staff and the appointment of such an instructor should be a condition for a grant-in-aid. The number of primary schools is so large that the provision of wholetime trained instructors in all such schools is not practicable. However, the necessity for some skilled supervision of physical exercises in elementary schools is urgent. District Inspectors of physical education should therefore organise training camps, lasting for about a month, for primary school teachers. The neglect of physical education for school girls up to now should be remembered when a Provincial scheme is

being drawn up, and a special effort should be made to accelerate the rate of progress of physical education in girls' schools.

Physical Instructors.—Physical education is intended to assist in promoting normal physiological development and to correct physical defects in so far as they can be remedied by such training. The physical instructor should therefore have had training in the elementary principles of physiology, of the hygienic mode of life and of nutrition. He should be trained to detect early signs of fatigue in the child and to regulate (under the guidance of a doctor in certain cases) the nature and amount of exercise for individual pupils. The Committee have, earlier in this report, drawn attention to the desirability of the physical instructor being present during the medical examination of the children. He should be allowed a period or periods within the time-table when he can give remedial exercises in cases recommended by the school medical officer.

The physical instructor should also help the child to become socially minded. Participation in games, especially team games, teaches the child to subordinate his desire for personal success to the interest of the team as a whole. It has been stated that an efficient system of physical education "should encourage the concurrent development of healthy physique, alert intelligence and sound character". Participation by the children in games and in the varied corporate activities of the school, such as the Scout and Junior Red Cross movements, is essential for the attainment of these objects. The physical instructor who is concerned with providing for the child a wide and varied experience in healthful living, should therefore be fitted to guide all these activities in the school.

It will thus be seen that the training of the physical instructor will require to be of a comprehensive nature. The old concept of a drill-master or a weight lifting expert is now effete. The Committee had before them details of the training given to students in some modern colleges for physical training. Health education finds a prominent place in the programme of study, the aim being to develop in teachers the incentive and the ability to train children to practise healthful living, and to enable teachers to co-operate intelligently in medical inspection. The Committee agree with these aims and commend them to those responsible for the training of physical instructors in different parts of the country.

The Committee consider that physical instructors, when they reach the age of 40, should be absorbed into the normal teaching work. It is not uncommon to find men carrying on the duties of physical instructors at 50 and 55 years of age. This is undesirable. To prevent this, physical training instructors should also be qualified to teach other subjects and should be required to devote a certain amount of time to doing this throughout their career.

Physical exercise.—The Committee consider that some period every day should be devoted to organised physical activity but that undue emphasis on drill is undesirable. Organised games should form an important part of the curriculum for physical education. Games should be played within the school hours since by postponing them to the end of the day, many children living at a distance are prevented from taking part. In view of the difficulty of securing playing fields in towns provision for small area games should, as far as possible, be encouraged in the schools in urban areas.

An essential part of any town-planning scheme is the provision of adequate open areas for school games.

*Syllabus of physical training for schools issued by the Board of Education, England and Wales, 1933.

Medical care of the children undergoing physical training.—The Committee consider that, wherever a school medical service exists, the school medical officer should note on the child's card any modification which he considers necessary regarding the child's physical education.

It is desirable that Provincial Health and Education authorities should together draw up a code on physical education and that this code should include advice on the medical aspects of this subject. The formulation of a system of graduated physical exercises to suit the requirements of different types of children is also desirable.

CHAPTER IX.—CORPORATE ACTIVITIES.

The organisations for corporate activity which usually exist in schools are the Junior Red Cross, Boy Scouts and Girl Guides, the Hindustan Scouts and the Bengal Bratachari movement. All these organisations have a common aim, to aid the evolution of healthy and socially useful citizens. A certain amount of overlapping and duplication is inevitable in the activities of organisations which have a common objective, but while the objective may be the same, the lines of approach may vary. The same methods will not necessarily appeal to every child, nor to the same child at different ages, and it is therefore advantageous to have a variety of organisations even in one school. Fortunately the interests of the teachers will not be uniform and some account must be taken of their preferences and enthusiasms. Any corporate activity under an enthusiastic teacher will secure the willing and whole-hearted support of the children. The outlook and interests of the teacher are perhaps more important in determining the value of the activity on the character of the child than the actual organisation to which the child belongs.

At the same time there are differences in the programmes of the various organisations. The value of the Junior Red Cross in developing the health consciousness of the child has already been discussed. No other organisation lays quite the same emphasis on the practice of personal hygiene, and as an auxiliary to the school health services, an active Junior Red Cross group can be of great help. The activities of the Junior Red Cross should be definitely correlated as closely as possible with the general health work of the school. From the point of view of health the Committee recognise the value of the Junior Red Cross and recommend that the Education Department should be strongly represented on the Provincial Junior Red Cross Committees in order that the potential benefits of this important movement may become more widespread throughout the schools in India. Other organisations which emphasise physical fitness, social service, nature study, crafts, camp life and other forms of healthful activity are equally important. The overlapping of activities can be in a large measure avoided by selecting the best features of each movement and by concentrating the activities of the group on the selected features, while leaving the members free to join up with other groups for the complementary activities.

The Committee recommended that the curriculum of the school should be arranged to provide at least one period a week for some corporate activity in addition to physical training and organised games.

Many agencies must work together to make secure the child's right to health and happiness. But of all those agencies, the parents are the most important as their is the longest and strongest influence in the child's life. No scheme for the school health services can be considered complete which does not arouse in the parents an interest in and a sense of responsibility for the care of their children. The advantages of having the parents present at medical inspection have already been stressed and attention has been drawn to the need for greater opportunities for individual parents and teachers to meet both in the school and

in the home, but this is not enough. A sustained campaign to interest the parents in the school activities and to increase the opportunities of contact between the parents and the school authorities must be undertaken. Broadcasts and cinematograph films may have a place in certain areas, and school journeys or excursions can be a valuable experience alike to children and parents. Social functions such as prize distributions, school concerts, sports and parents day celebrations are another method of reaching the parents. They should be encouraged to witness and appreciate the school and community health activities and by this means their cooperation can be secured towards introducing new ideas into the homes.

The limitations that poverty imposes on what the parents can do to improve their home environment are fully recognised, but the sanitary state of the home and the environment is largely due to ignorance and traditional custom. Much can be done through education to improve existing conditions and the simultaneous education of the child and his parents is an important part of the corporate activities of the school.

CHAPTER X.—ADMINISTRATION.

Provincial and District Headquarters.—The Education, Medical and Public Health Departments in the Provinces are all intimately concerned with the successful working of the school medical service. Any scheme proposed for the administrative control of the service must take note of this fact. During discussion in committee it was urged that as the full cooperation of the teachers would be essential the Education Department should be given the administrative control of the service. The teachers would have to be brought into the scheme very largely to assist the school medical officers, and the fullest cooperation would be secured if both the medical officer and the teacher are under the same administrative authority. The Committee felt at the same time that the school medical services in the Provinces will have to work in the closest cooperation with the existing health services, and must derive the fullest advantage from the facilities and knowledge already available in the Medical and Public Health Departments. Coordination at provincial headquarters is therefore of the greatest importance.

In view of the above considerations the Committee came to the conclusion that school medical services should be created in the Provinces and that the administrative control of these, including the necessary budget provision, should be under the Education Department. In each major Province there should be a Chief School Medical Officer to administer the school medical service which should contain a sufficient number of doctors for the administrative and executive duties of medical inspection and treatment of school children. They also consider that in order to promote coordination in regard to school medical work between the Education Department and the Medical and Public Health Departments, a coordination committee of the Director of Public Instruction, Surgeon General or Inspector General of Civil Hospitals, and the Director of Public Health should be set up in major Provinces.

In making the recommendation for the appointment of a Chief School Medical Officer the Committee do not regard it as necessarily involving the appointment of a third administrative medical officer at Provincial Headquarters. They are of opinion that, in order to secure as much coordination as possible and to facilitate the economic use of doctors already in the employment of the Provincial Government, it may be found convenient for the Surgeon General or the Inspector General of Civil Hospitals, as the case may be, or the Director of Public Health to act as Chief School Medical Officer under the Minister for Education. Whether one of these officers acts as Chief School Medical Officer or a separate appointment is made is obviously a matter for each Provincial Government to decide.

Co-ordination of effort among the officers of the three Departments should also be extended to the districts. The District Medical Officer is in charge of medical administration while the control of public health work is divided between Municipal Health Officers, wherever they exist, and the district Health Officer who is responsible for the rural areas. It is recommended that there should be a District School Medical Officer for the organisation and supervision of the schemes in urban and rural areas. This Officer should work in close cooperation with the District Medical Officer and the Municipal and District Health Officers.

The school medical services in individual local areas are the statutory responsibility of Municipal Committees and District Boards. In India as in England, Government control over the efficiency of local health administration is exercised through the judicious distribution of grants-in-aid to the responsible local bodies. The same principle should apply in the case of local school medical services. The Committee consider that Government's grant-in-aid should be at least 50 per cent. of the cost, and that necessary safeguards should be incorporated in the conditions governing the distribution of such grants. In this way the Provincial Government will be able to ensure that only considerations of efficiency will determine the recruitment of personnel and the standard of administration to be maintained by the local authority.

The expenditure on the supervising staff maintained at Provincial and District headquarters should be a charge on the Provincial funds. A Provincial cadre of school Medical Officers will attract suitable men to the service. They should be capable of directing the work in the local areas both from the administrative and technical points of view and will therefore require special qualifications and experience. Some doctors after a period of service in school medical work may desire to take up some other branch of medicine. This situation might be met by the deputation to the school medical service of officers from the Medical and Public Health Departments, and it will be an early task of the Co-ordination Committee at Provincial Headquarters to formulate a practical scheme for the appointment and deputation of such officers. Continuity in the school medical work is however vital and the period of deputation of a doctor for this work should be at least four to five years.

Urban Schemes.—The provision of medical facilities, the number of school children, the proportion of well-to-do parents and the facilities for transport vary widely among urban areas. It is therefore useful to divide these areas into two broad groups, one including the cities and large towns and the other the remaining urban centres of population. In regard to the first it has already been pointed out that the available resources, may, in many cases, be such that there should be no great difficulty in attempting to develop a school health service on as broad a basis as has been done in Western countries. With respect to the latter group, a less ambitious programme is in keeping with the prevailing conditions.

In the larger towns the Committee consider that for efficient service the employment of wholtime school medical officers is essential. Such officers should not be permitted to engage in private practice. A scheme should include primary and secondary schools and it should be a condition of recognition and grant-in-aid that each school should either take advantage of the local school medical scheme or have approved medical arrangements of its own. The Committee consider that no child should be deprived of necessary treatment on account of the poverty of its parents. Medical inspection and treatment should therefore be provided free for the children of all primary schools and of the primary departments of secondary schools. Treatment should include admission to the free wards of Government hospitals and operation treatment

if required. In secondary schools, where fees are charged for tuition, it is reasonable that an additional fee should be levied to cover the cost of medical inspection and treatment at the school clinic.* Where no school fees are charged it is not advisable to introduce a special fee for the school medical service.

In the smaller towns it will be necessary to utilise the services of part-time doctors. They may come from Government or local body hospitals and dispensaries or may be health officers. Others may be private practitioners. The Committee realise that with a part-time doctor there may be certain difficulties. The demands of private practice on his time may make it difficult for him to devote the necessary time to his school duties. It has been stated that some part-time school doctors have utilised the contacts which school work offers to extend their private practice. Strict supervision is required to prevent such abuses. The Committee recommend that the amount paid to a part-time private practitioner should bear the same relation to the salary of a full-time officer as that between the respective number of hours spent by each on the work. The duties to be performed by part-time doctors should be carefully defined and should include inspection and treatment.

Rural Schemes.—Rural areas present more difficulties than towns and cities. The extent to which medical relief and other health services have been developed in rural areas differs widely in the provinces and sometimes in different areas in one province. In some provinces subsidised rural practitioners have been established and in some others no such service has been provided. Again the number of medical men in general practice in rural areas varies greatly.

Certain facts relating to Bengal were described to the Committee. The average population in a district is approximately two millions of which the number of school children is estimated at 200,000. No subsidised practitioner service exists in the province. As regards facilities for travel, conditions differ widely in Eastern Bengal with its water transport system and in Western Bengal which is drier and has more rapid communications.

Similar diversity of conditions may exist in other provinces and the Committee therefore came to the conclusion that before a school medical inspection scheme can be drawn up for rural areas it is necessary that a preliminary survey be made to determine the extent of the medical facilities that are available in such areas and to determine ways of supplementing them. The survey should take into account the strength of the school population in the area, the medical men employed by Government and local bodies, the number of private practitioners, the public health organisation that exists, the distribution of schools and means of communication between the different parts of the area.

Certain possible methods of securing medical men for inspection and treatment may be mentioned. The services of doctors in charge of Government or local body dispensaries or of private practitioners may be utilised on a part time basis. It may be necessary to employ wholetime touring medical officer to carry out medical inspection but doubt was expressed regarding the value of this class of medical officer. Adequate supervision of their work is difficult in very extensive and sparsely populated areas the employment of such an officer cannot perhaps be avoided. As in the case of urban schemes the part time school medical officer should be paid a proportion of the wholetime medical officer's salary corresponding to the proportion of the wholetime work which he carries out.

CHAPTER XI.—SUMMARY AND RECOMMENDATIONS.

1. *Introduction and Historical.*—The Committee wish to draw special attention to the frequency with which a system of medical inspection has been started in a Province only to be abandoned after a short while as a measure of economy. This indicates that there has not been a clear appreciation of the fundamental necessity for the essential characteristics of a school medical scheme. The Committee emphasise that satisfactory arrangements for school medical inspection and treatment form an essential part of any efficient system of public education. (Page 75).

2. *Aims and objects of a School Medical Service.*—The Committee consider that the aims and objects of a school medical service, as defined by Sir George Newman, are applicable to India and that it is absolutely essential that steps be taken to ensure that children attending school are healthy and kept healthy. This is necessary not only from the medical but also from the educational point of view. (Page 75).

3. In developing a school medical service in India big difficulty is the inadequate number of qualified doctors and nurses. However, in some of the large cities it should be possible to organise school health work on as wide a basis as in of West. (Page 77).

4. *Medical Inspection.*—Probably fifty per cent. of the children attending school would be found to require medical attention or medical observation. (Page 77).

5. Too much weight cannot be given to health considerations in determining the age at which children should be admitted to school. The age of school entry should be not more than six and preferably five. (Page 77).

6. Many routine examinations of school children in some parts of India are unnecessary. The routine examinations should be (a) on entry into a primary school at approximately the sixth year, (b) at the 11th year and (c) at the 14th year. For children in high schools when leaving at the age of 17 a final examination is desirable. Children going from a private school without a medical inspection scheme to a secondary school should be given a routine examination as soon as possible after admission. (Page 78).

7. A wholtime doctor may reasonably be expected to carry out 5,000 routine inspections in a year. (Page 78).

8. A medical record will have to be maintained for each child which will go with the child when he goes from one school to another. (Page 78).

9. Height and weight records should be taken not less than twice a year. This work should be done by the teacher. (Page 79).

10. Medical inspection should only be carried out by a qualified doctor with special training for the work. (Page 79).

11. Medical inspection should take place in the school during school hours and if possible the parents should be present. In schools with a physical instructor he should as far as possible be available during the inspection. The doctor should go through the inspection results with the teacher. (Page 79).

12. *Treatment and Follow up.*—A scheme for medical inspection without provision for treatment and follow up is of little or no use. Schemes for treatment must include provision for supplementary nourishment. Special arrangements will be necessary for treating dental defects, tonsils and adenoids and for correcting the more serious defects of vision and hearing. (Page 81).

13. In urban areas accommodation for school clinics should be provided at convenient centres. In many towns, buildings suitable for the purpose already

exist, such as maternity and child welfare centres. Where it is not possible to provide special school clinics the next best plan is a special session for school children at the local hospital or dispensary. (Pages 81-82).

14. Much of the minor elementary treatment can be done by the teacher provided he has received the requisite instruction. (Page 82).

15. Any campaign for the reduction and prevention of disease amongst school children must be carried into the home if sound progress is to be achieved (Page 82).

16. Every effort should be made to secure the interest and co-operation of health visitors in following up the defective school children in their homes. (Page 82).

17. The lack of contact in every type of school between teachers and parents is a regrettable feature of school life in India which the Committee feel should be remedied as soon as possible. (Page 82.)

18. As the teacher is the solution of so many of the problems of school health, the Committee urge the vital importance of making the conditions of employment more attractive to the right type of man and woman. (Page 83).

19. *Nutrition*.—The children of primary schools are not generally included in the schemes for midday meals. The effects of malnutrition on primary school children are not less serious than on children of higher ages. All the children should be given a midday meal, whether it is brought from their homes or provided at the school. Parents able to pay should contribute to the scheme. (Page 83.)

20. Simple text-books embodying the fundamental principles of nutrition should be made available in the different Indian languages. (Page 84).

21. *Personal and Environmental Hygiene*.—The practice of personal hygiene by the school children depends largely on the example set by the teacher. Not only must the teacher's personal cleanliness be of a high standard but his physique and general health must also be good. All candidates for admission to training colleges and schools should be medically examined. The teacher should be medically examined, at intervals as much to protect his own health as to eliminate any danger to the school population. (Page 85.)

22. A daily parade before the school starts gives an opportunity of judging cleanliness standards. It should be a health and cleanliness parade. (Page 85.)

23. Where it is necessary to use ordinary buildings as schools the responsible educational authority should obtain the advice of the local health officer as to their suitability. (Page 86.)

24. The appointment of a body of experts to report on suitable standards for lighting, ventilation and heating of schools is recommended. (Page 86.)

25. In each school some type of container should be provided in which wholesome water kept under lock and key is made available. (Page 86.)

26. Regarding the provision of latrines, the bored-hole latrine offers a satisfactory solution in most rural suburban areas. (Page 86.)

27. The effect of posture on the child's health and growth with special reference to the use of desks and seats is a matter of great importance and requires special investigation by experts. (Page 86.)

28. Cooperative effort among the children for the cleaning up of the school and its surrounding areas should be encouraged and suggestions are made for carrying this out. (Page 86.)

29. *Teaching of hygiene in schools and in training schools and colleges.*—Instruction of school children in hygiene should begin at the earliest age possible and at the beginning should be made wholly on practical lines and devoted mainly to personal hygiene. (Page 88.)

30. The Junior Red Cross Health Game is an appropriate and valuable means of laying the foundations of a healthy life during the primary school years. (Page 88.)

31. Hygiene should be a compulsory subject in all courses for the training of teachers. (Page 87.)

32. Practical demonstrations should form an important part of the course of training in hygiene for teachers. They should be taught by practice to recognise defects and to do elementary treatment. (Page 88.)

33. Text-books on hygiene dealing with Indian conditions are indispensable. (Page 87.)

34. *Physical education.*—The Education Department headquarters staff should include a well qualified and experienced officer to organise the scheme for physical instruction in colleges and schools. He should have an Inspector for each District. (Page 89.)

35. The physical instructor should have training in the elementary principles of physiology, of the hygienic mode of life and of nutrition. (Page 90.)

36. Health education should find a prominent place in the programme of study of the physical instructor, the aim being to develop in them the incentive and the ability to train children to practise healthful living and to enable them to co-operate intelligently in medical inspection. (Page 90.)

37. Every secondary school should have a fully trained physical instructor, and his appointment should be a condition for a grant-in-aid. (Page 89.)

38. District Inspectors should organise training camps for physical instruction, lasting about a month, for primary school teachers. (Page 89.)

39. A special effort should be made to accelerate the rate of progress of physical education in girls' schools. (Page 90.)

40. Some period every day during school hours should be devoted to organise physical activity but undue emphasis on drill is undesirable. Organised games should form an important part of the curriculum for physical education. (Page 90.)

41. *Corporate activities.*—The Education Department should be strongly represented on the Junior Red Cross Committees in order that the potential benefit of this important movement may become more widespread throughout the schools. (Page 91.)

42. The curriculum of the school should be arranged to provide at least one period a week for some corporate activity in addition to physical training and organised games. (Page 91.)

43. A sustained campaign to interest the parents in the school activities and to increase the opportunities of contact between the parents and the school authorities must be undertaken. (Page 92.)

44. Much can be done through education to improve existing health conditions, and the simultaneous education of the child and his parent is an important part of the corporate activities of the school. (Page 92.)

45. *Administration.*—School medical services should be created in the Provinces. (Page 92.)

46. The administrative control of these, including the necessary budget provision, should be under the Education Department. (Page 92.)

47. In each major Province there should be a Chief School Medical Officer to administer the school medical service which should contain a sufficient number of doctors for the administrative and executive duties of medical inspection and treatment of school children. (Page 92.)

48. In order to promote coordination regard to school medical work between the Education Department and the Medical and Public Health Departments, a coordination committee of the Director of Public Instruction, Surgeon General or Inspector General of Civil Hospitals and the Director of Public Health should be set up in major Provinces. (Page 92.)

49. In making the recommendation for the appointment of a Chief School Medical Officer the Committee do not regard it as necessarily involving the appointment of a third administrative medical officer at Provincial headquarters. They are of opinion that, in order to secure as much coordination as possible and to facilitate the economic use of doctors already in the employment of the Provincial Governments, it may be found convenient for the Surgeon General or the Inspector General of Civil Hospitals, as the case may be, or the Director of Public Health to act as Chief School Medical Officer under the Minister for Education. Whether one of these officers acts as Chief School Medical Officer or a separate appointment is made is obviously a matter for each Provincial Government to decide. (Page 92.)

50. Government control over the efficiency of local school medical inspection schemes should be exercised through the judicious distribution of grants-in-aid to the responsible local bodies. Government grants-in-aid should be at least 50 per cent. of the cost. (Page 93.)

51. The expenditure on the supervising staff maintained at Provincial and District headquarters should be a charge on the provincial funds. (Page 93.)

52. Continuity in school medical work is vital and the period of deputation of a doctor for this work should be at least four to five years. (Page 93.)

53. In the larger towns the employment of wholtime school medical officers is essential for efficient service and such officers should not be permitted to engage in private practice. A scheme should include primary and secondary schools and it should be a condition of recognition that each school takes part in the scheme. (Page 93.)

54. Medical inspection and treatment should be provided free for the children of all primary schools and of the primary departments of secondary schools. (Page 93.)

*55. In secondary schools where fees are charged for tuition an additional fee may be levied to cover the cost of medical inspection and treatment. (Page 94.)

*The Central Advisory Board of Education at its meeting held on the 14th and 15th January, 1942, in accepting the Report, suggested that this recommendation may be amended as follows:—

"In secondary schools, particularly in urban areas, the fee charged should include a contribution towards the cost of medical inspection and treatment".

This amendment was accepted by the Central Advisory Board of Health when adopting the Report at its meeting held on the 26th, 27th and 28th January, 1942.

56. Before a school medical inspection scheme can be drawn up for rural areas a preliminary survey should be made of the medical facilities available and of the ways of supplementing them. (Page 94.)

G. G. JOLLY. (*Chairman*)

A. C. BANERJEA.

E. COTTER.

C. M. GANAPATHY.

W. A. JENKINS.

S. N. MOOS.

JEAN M. ORKNEY.

W. C. PATON.

JOHN SARGENT.

APPENDIX

SCHEDULE FOR MEDICAL INSPECTION.

<i>Name of Education Authority.</i>		<i>Primary and Secondary Education.</i>			
I. Name of School		District		town-village	
Name of the pupil		Name and address of parent or guardian			
Date of birth.....		I			
		Year.	Year.	Year.	Year.
II. Personal history—					
Measles ... ..	...			
Whooping cough ... ..	...			
Diphtheria ... ..	...			
Chickenpox ... ..	...			
Vaccination and date ... ..	...			
Malaria ... ..	...			
Smallpox ... ..	...			
Typhoid ... ..	...			
Dysentery ... ..	...			
Other diseases ... ..	...	2			
Family medical history (if exceptional) ... ..	...			
III. Height ... ..	...	3			
Weight ... ..	...	3			
Age ... ..	...	4			
Standard ... ..	...			
Regularity of attendance ... ..	...			
Mental capacity ... ..	...	5			
Vision ... ..	...	6			
Hearing ... ..	...	7			
IV. Date of M. I. Initials of M. O. ... ..	...			
Parents present—					
<i>General conditions—</i>					
Nutrition ... ..	...	8			
Clothing ... ..	...	9			
Footwear ... ..	...	9			
Cleanliness, body, hair and scalp ... ..	...	10			
Chest measurement ... ..	...	11			
<i>Special conditions—</i>					
External eye disease ... ..	...	12			
Vision ... ..	...	13			
Speech ... ..	...	14			
Teeth and gums ... ..	...	15			
Ear disease ... ..	...	16			
Hearing ... ..	...	17			
Skin disease ... ..	...	18			
Nose or throat ... ..	...	19			
Tonsils ... ..	...	20			
Adenoids ... ..	...			
Glands, cervical and general ... ..	...			
Mental condition ... ..	...	21			
<i>Disease or deformity—</i>					
Heart ... ..	...	22			
Anaemia ... ..	...	23			
Lungs ... ..	...			
Nervous system ... ..	...	24			
Digestive system ... ..	...	25			
Liver ... ..	...	26			
Spleen ... ..	...	27			
Tuberculosis ... ..	...	28			
Rickets ... ..	...	29			
Deformities (posture) ... ..	...	30			
Acute infectious diseases ... ..	...			
Other diseases or defects ... ..	...	31			

1st routine exami- nation.	2nd routine exami- nation.	3rd routine exami- nation.	4th routine exami- nation.
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				1st routine exami- nation.	2nd routine exami- nation.	3rd routine exami- nation.	4th routine exami- nation.
V.	Notification card ...	...	...	32			
	Date of issue ...	...	...		
	Date of return ...	...	...		
VI.	Doctor's observations	...	...	33			
VII.	Teacher's observations	...	...	34			
	Special inspections and re-inspections ...	...	...	34			
	The numbers relate to the attached notes.						
Date	Notes						Place, duration and result of treatment.

NOTES ON THE SCHEDULE FOR MEDICAL INSPECTION.

It is suggested that the schedules for boys and girls should be of different colours or should be coloured differently at one of the four corners. The schedule makes provision for the four routine examinations a child is likely to undergo during his or her school career, namely, at approximately the 6th, 11th, 14th and 17th year of age.

Sections I, II, III and VII are to be filled in by the school teacher prior to medical inspection. Sections IV, V, and VI are to be filled in by the school doctor.

- To be stated exactly, date of month and year.
- Should include any other illness likely to have an effect direct or indirect on the health of the child in after life, *e.g.*, rheumatism, tonsillitis, tuberculosis, syphilis, fits, operations, etc.
- Height and weight should be recorded by the teacher at least twice yearly and, preferably, once every term and record should be available at the time of medical inspection.
- To be stated in years and months, *e.g.*, 112|12.
- State the approximate number of years the child is educationally behind the average of the class.
- To be tested as in Note 13. Failing this method the teacher should record as normal or defective on the presence or absence of such signs as headache, holding the book close, inability to see the blackboard, etc.
- Record as normal or defective. Note the child's attitude during class, the repetition required during dictation lesson or when commands are given, etc.
- Classify as good, normal, subnormal, poor. The alertness, vigour and expression of the child, the appearance of the skin and hair, the redness or pallor of the mucous membranes should be taken into consideration in determining the nutritive.
- Note insufficiency, need of repair, cleanliness (good, average, bad) presence or absence of footwear.
- Note the cleanliness of body and head separately as clean, slightly dirty, dirty, scurf, nits, vermin and sores as well as skin disease should be looked for; sores and skin diseases being noted under "Special Conditions, skin diseases."
- The chest measurement should be taken at the level of the junction of the 4th costal cartilage and the sternum and should be recorded at full inspiration and expiration.

12. Including blepharitis, styes, conjunctivitis, trachoma, diseases of the cornea or lens, squints, nystagmus, etc.

13. To be tested by Snellen's Test Types at 6 metres (20 ft.) and recorded for each eye separately thus R. 6|6 and 6|12. Children under 6 years need not be tested by Snellen's types.

14. Including defects of articulation, *e.g.*, stammering, lisping, etc.

15. Note pyorrhoea, abscesses, number of carious teeth, cleanliness special features, *e.g.*, irregularity, Hutchinson's teeth, etc.

16. Including otorrhoea, wax etc.

17. Each ear to be tested separately by the forced whisper method. Numbers should be whispered and the child should be asked to repeat the numbers.

18. Includes contagious diseases, *e.g.*, ringworm, scabies, etc.

19. Note mouth breathing, nasal catarrh, deflected septum, enlarge turbinates, polypi, malformations of palate, etc.

20. Record as N. (normal) + (slight enlargement) + + (moderate and severe enlargement) and for each tonsil separately, *e.g.*, R⁺|L + +.

21. Note as bright, average, dull, backward, mentally defective.

22. Functional or organic disease.

23. Normal (N) ; slight+severe+ +.

24. Including paralysis, epilepsy, emotional or social instability.

25. Note indigestion, anorexia, diarrhoea, constipation etc.

26. Note in inches below costal margin.

27. (1) State whether the spleen is palpable or not.

(2) If the spleen is palpable, ascertain the position of the costal margin and feeling gently below it, ascertain whether the spleen is projecting below the costal margin. If it does, outline with a grease pencil that portion of the edge of the spleen which projects most freely (the 'apex' of the spleen) while the child is standing in a perfectly natural position, equally on both feet, and looking directly to his front. Using this mark as a guide measure in centimeters the distance between the apex mark and the costal margin. Record this as the size of the enlarged spleen for the child.

(3) To find the 'average enlarged spleen' of a group of children take the sum of these measurements and divide the sum by the number of children in whom splenic enlargement is recorded.

28. Glandular, osseous, pulmonary, or other forms and whether definite or suspected.

29. Note particular form of rickets, knock-knee, spinal curvature, etc.

30. Including deformities of the head, trunk, limbs, spinal curvature, bone disease, deformed chest, shortened limbs, club foot etc.

31. Any weakness or defect not noted above, *e.g.*, hernia, which may unfit a child for ordinary school routine including physical exercise.

Catamenia may be added to the schedule for girls' schools, if desired.

32. The notification card will be issued by the doctor through the teacher to the parents; the counterfoil should be returned to the teacher who will attach it to the schedule and enter the date of return of the counterfoil.

33. Includes a general summing up of the child's health and any peculiarities which may want watching. Includes also any special advice given to the parent or to the teacher regarding modification of school work, exercise, etc.

34. The teacher's remarks should include a general survey of the child's health including his special disabilities.

35. Special inspections should be entered in red ink. The findings at re-inspection and any notes of illnesses treated by the family doctor, dispensary hospital or at a school clinic or in school together with the dates of commencement and completion of the treatment should be entered in black ink.

The follow up of children with defects will be facilitated if a code is used to signify whether the child requires observation or treatment and nature of the treatment advised. Blue pencil may be used to mark the former class of defect for which treatment is unnecessary, but which must be kept under observation in case of unfavourable developments. For example if the child is suffering from slight enlargement of the tonsils which are causing no symptoms the symbol 'R.I.' (re-inspection) may be placed in blue pencil after the defect. Similarly a child wearing glasses for defective vision may need no immediate treatment but should be seen periodically and therefore marked with a blue 'R.I.' Red pencil may be used to mark defects requiring treatment and a red symbol used to indicate the nature of the treatment advised. For example, a red 'C.L.' may signify that the child has been advised to attend the school clinic, a red 'H' that the child has been referred to hospital or dispensary, and a red 'D' that he has been referred to a private practitioner. A circle round the symbol, e.g., R.I. or H. may be used to indicate that a follow up visit to the home is desirable in order to explain to the parents the causes of the disability and the steps to be taken to ameliorate or cure defect. All cards marked in red or blue pencil will be seen by the doctor at the time of his visit.

REPORT OF THE COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION APPOINTED TO CONSIDER THE QUESTION OF THE RECRUITMENT OF EDUCATION OFFICERS, TOGETHER WITH THE DECISIONS OF THE BOARD THEREON.

At their Eighth Meeting held at Lucknow in January 1943, the Central Advisory Board of Education considered, *inter alia*, the report of the Committee appointed to consider the question of the recruitment of Education Officers. The Board adopted the recommendations of the Committee with the following observations:—

(i) They hoped that the Government of Madras would soon find it possible to institute a Class I Education Service to replace the Indian Educational Service;

(ii) though they agreed that a general uniformity in the designations of the different grades of administrative service in education should be the ultimate objective, they felt it could only be achieved progressively.

REPORT OF THE COMMITTEE.

1. The appointment of the Committee was the outcome of a memorandum submitted by the Bengal Government which was considered by the Central Advisory Board of Education at their meeting in January, 1942. A copy of this memorandum will be found in Appendix 1(t) of the Proceedings of the Seventh Meeting of the Board. (Pages 111—114).

2. The discussion which took place at that meeting made it clear that the experience of Bengal was shared by practically all the other Provinces and that there was general agreement as to the urgent need of steps being taken to counteract the steady deterioration in the quality of the persons available for the senior posts particularly on the administrative side of the education service. The Committee are able to state at once that the results of their enquiry give them no reason to differ from the opinion set out above. From the information before them, they were satisfied that the drawbacks inherent in the present system, to which the Government of Bengal have called attention, are widespread and that the existing method of recruiting Education Officers, particularly on the administrative side, is not likely to produce men and women of the requisite calibre to enable an improved system of public education to be established and maintained. In view of the importance which ought to be attached to the education service, the attractions which it offers should be at least comparable with those offered by other major Government services. In actual fact, as will be seen from the examples given below, the financial attractions offered to young men and women of outstanding ability to enter the education service are distinctly inferior to those offered by other services. What, however, makes the position far more serious is the tendency to fill vacancies in the higher grades by promotion from the subordinate service and so to exclude the possibility of securing the services of first class graduates at the stage at which they are normally recruited into other branches of the Administration. The Committee wish to put no obstacle in the way of any officer of outstanding ability making his or her way from the bottom to the top of the educational ladder but apart from other considerations they doubt whether the number of such people in any area would be sufficient to accord a reasonable field of selection for the highest posts. Moreover, since Education above all other public services should be put a premium on high academic attainment as well as personality and practical experience, it is clearly against the public interest to cut it off from any source of supply where such qualifications are likely to be found. The Committee are therefore convinced that the Education service must be put

in a position to recruit a substantial proportion of its senior personnel at stages and on terms approximating to those which obtain in other branches of Government service.

3. Before considering how far in order to achieve this object promotion from the subordinate service must be restricted and the inducements offered to entrants at a higher stage improved, the Committee thought it desirable to explore other possible means of making the service more attractive and thereby raising the general standard. It has been suggested that the experience of officers could be enlarged, their chances of promotion increased and the risks of a too narrow provincialism minimised if the educational service at any rate on its administrative side could be placed on an All-India basis somewhat on the lines of the Indian Educational Service which was abolished twenty years ago. While the Committee realise that the failure in many areas to replace the I. E. S. by a provincial service of equal calibre has exercised a very adverse effect on educational developments in recent years, they feel that so long as the present statutory position in regard to education remains in force, the difficulties in the way of operating an All-India Education Service are insuperable. Similar considerations, with the language difficulty added, also lead them to reject, albeit with reluctance, the possibility of comprehensive arrangements for the regular interchange of officers between one Provincial Service and another. They feel, however, that as the administrative staff of the Central Government develops, as they believe it must, the interchange of officers between the Central and Provincial Governments might be carried out with less difficulty than that between individual provinces and they recommend that this possibility should be further explored when the growth of the Central Education Department has proceeded sufficiently far.

4. Before proceeding to the main items of their enquiry, *viz.*, the minimum qualifications which should be regarded as essential for any Education Officer and the ways and means of securing an adequate supply of persons with these minimum qualifications, the Committee feel it desirable to define as accurately as may be necessary the meaning which for the purpose of this report they attach to the expression 'Education Officer'. They propose to regard the term as applying primarily to those members of the Education Service who are concerned more with administration than with teaching and within this category to those who hold positions of responsibility. It is realised that the heads of educational institutions have to a greater or less degree administrative duties and that in most services it will be expedient that they should be recruited from the education officer class and *vice versa*, but the Committee nevertheless feel that in the main their recruitment and conditions of service must be directly related to that of teachers rather than administrators and that this larger question falls outside their terms of reference. Education Officers, however, will themselves fall naturally into two distinct but interchangeable classes: the inside officer who deals with administration in the more restricted sense and the outside officer who is usually an inspector of schools of some kind. Since the Committee recognise the urgent need for improving both the quality and the quantity of the inspectorate if the great developments to which they look forward are to be properly supervised, they have dealt separately with this branch of the service. They wish however to emphasise the fact that in all essentials the inside and outside branches should be treated as complementary parts of the same service and that the advantage of officers designate for the most senior posts having had experience on both sides should never be overlooked. So far as the minimum qualifications for an Education Officer are concerned, the Committee are of opinion that such officers must possess high academic qualifications. While they do not desire to define these in terms of degrees or classes in view of the obvious difficulty of equating academic distinctions they hold the

any officer whose duty involves the supervision of teachers should possess an academic background which will command their respect. In view of probable educational development, they also think it necessary that an increasing proportion of Administrative Officers should possess special qualifications in technical, commercial and art subjects in order that they may be competent to supervise the work of such institutions, on the assumption of course that such institutions will before long be transferred to the control of Education Departments. They also attach importance for similar reasons to Education Officers having received the necessary training in the art of teaching.

5. The Committee are further of opinion that in view of the duties which they may be called upon to perform, Education Officers must have had practical experience of teaching and that, if possible, this experience should cover more than one type of educational institution. The Committee do not however think it necessary that the teaching experience should cover a very long period. Experience suggests that the teacher with too much experience does not usually make a good administrative officer since he tends to be set in his outlook and to require those under his control to adopt the methods which he himself found successful. Not less than three years' actual teaching experience should be prescribed and it is to be hoped that as conditions in the lower stages of education improve, the Education Officers with teaching experience elsewhere than in a university will become much more common.

6. The Committee attach the greatest importance to the personal qualities of the Education Officer. He perhaps more than any other class of public servant is called upon to deal with humanity and human problems and the success of his work both in the office and more especially in the schools must depend almost entirely on the tact and skill with which he handles those with whom his duties bring him into contact. His clients will be of all ages and drawn from all ranks of society. He must therefore possess in a high degree not only a sympathetic and liberal habit of mind but also those other attributes which are normally connoted by the word 'personality.'

7. Having indicated briefly that they hope with sufficient clarity the sort of qualifications which in their opinion an Education Officer ought to possess, the Committee pass on to consider what should be the main grades of Education Officers and what conditions of service, including salary, should be offered to ensure that they are filled with men and women of the requisite calibre. Since it is not uncommon either in India or in other countries to come across people who think there is something about Education which makes it unnecessary to pay its servants properly, the Committee think it desirable to record what might otherwise appear a truism, viz., that if Education is to attract as good servants as other services it must offer comparable rewards. In Government service as in other walks of life pay and prestige tend to be closely related and the Committee are in entire agreement with the Bengal Government that it will always be difficult for the Education Officer to hold his own with officers of other services and particularly with district officers so long as they have reason to regard him as of inferior status. Salary is the determining factor and the Committee have felt it unnecessary to consider other conditions of service such as pension, leave, provident fund, etc., as they understand that in nearly all provinces these are covered by Fundamental and other rules which apply to Government servants generally.

8. The Committee anticipate, and indeed they think it desirable, that as general rule the Education Officer, as they have defined him, will be engaged on inspection work during his earlier years of service. They therefore propose to designate as Inspectors the two lowest categories of Education Officers which they have in mind, even though in certain cases the officers concerned may be recruited direct into the headquarters office and may not be employed

Inspectors at all. The lower category whom it is proposed to call Assistant Inspectors, will be recruited from colleges and schools of all types. Normally these will be Government institutions but the Committee see no reason why teachers of outstanding ability in non-Government schools should be debarred. The Committee have in mind that if the ordinary work of inspection is to be efficiently done a large number of officers, both men and women, will be required in this category. While opportunities should be provided for men and women of exceptional ability in this category to obtain promotion either to headships of schools or to higher grades in the administrative service, in the bulk of cases this will be the highest rank to which most people in this category will expect to attain. A fairly long scale is accordingly indicated and the following is suggested as a minimum both for men and women Rs. 150—10—250 (Efficiency Bar)—10—350 per mensem. The next category is one to which the Committee attach special importance for it is at this stage that a serious attempt should be made to recruit into the service men and women with qualifications comparable with those of the entrants to what are at present the more-attractive branches of Government service. Since the Committee have laid it down that the full-fledged Education Officer must have had at least 3 years' teaching experience, it may be necessary in some areas in order to secure the right people at the right time to provide special facilities for officers in this category to obtain the necessary teaching experience after they have been recruited. The Committee hope, however, that as the existence of this category becomes known suitable persons will be induced to do the necessary amount of teaching with the object of securing admission to it. It is recommended that members of this category should be designated Deputy Inspectors, again whether actually employed on inspection or not, and that the minimum scale both for men and women should be Rs. 250—15—550 per mensem with a Selection Grade Rs. 550—20—750. The Committee appreciate the fact that this salary scale falls far short of those offered in other branches of Government service in certain Provinces. They point out, however, that the scale is a minimum one, that to prescribe salaries which some Provinces might regard as altogether beyond their capacity would serve no useful purpose and that in any case they attach more importance to equality of status and remuneration with other major services in the same area than to any particular figures.

9. The Committee feel that they should give some indication as to the size of this category in relation both to the category of Assistant Inspector and to the senior grades. Since the sizes and requirements of different Provinces vary greatly and since it is not contemplated that there will be anything but exceptional promotion from the Assistant Inspector to the Deputy Inspector category, there would appear to be no particular value in attempting to fix any numerical relationship between the two categories. Obviously the Deputy Inspectors will be much fewer in numbers. On the other hand inasmuch as the primary object of creating the Deputy Inspector class is to supply suitable material for subsequent promotion it is clear that the intake of Deputy Inspectors must to some extent be determined by the probable wastage in the higher ranks. The Committee feel that if the Deputy Inspector category is to hold out reasonably attractive prospects not less than 1/3 of its members should be able to look forward to promotion to the higher ranks and another 1/3 to reaching the selection grade. If this basis is accepted it should not be difficult to determine the approximate size of this category for each area.

10. Without attaching undue importance to any particular nomenclature the Committee recommend that the two categories of Assistant and Deputy Inspectors, as described above, should constitute the Junior Grade of Education Officers or Class II of the Education Administrative Service. Turning to the Senior

Grade the Committee contemplate that in all areas this will consist of a Class I and certain posts above Class I, e.g., those of the Director of Public Instruction, Deputy Director of Public Instruction and the Chief Inspectors for male and female education. The number of these special posts as well as the number of officers in Class I will necessarily depend on the size of the area and the extent of its educational responsibilities. It is felt, however, that nowhere should the scale for Class I be less than Rs. 400—25—1,000. For the highest posts in the educational service, it is not feasible to suggest definite salaries again owing to the varying circumstances in different provinces. The Committee desire to suggest, however, that the existence of a few well paid posts at the top is a greater inducement to suitable young people with proper ambition to enter the service than a much larger number of posts offering only moderate remuneration. The Committee also wish to call attention to the importance in their opinion, of the posts of Chief Inspector for male and female education respectively and they feel that such persons should certainly rank with the Deputy Director of Public Instruction and should be regarded as eligible for promotion to the post of Director of Public Instruction itself. They should in fact be the heads of the outside branch of the Education Service, the importance of which needs no emphasis. In view of the urgent need of attracting women with suitable qualifications into the Educational Services, the Committee did not think it desirable at the present stage to introduce any general differentiation of salary between men and women. If it is felt necessary to differentiate in any way in favour of men, such differentiation should only apply in the higher stages of the scales for the higher grades.

11. The Committee have discussed at the beginning of this report the possibility of arranging permanent or temporary exchanges between different areas with the object of enlarging the experience of administrative Officers. While they hope that in spite of the obvious difficulties to which they have called attention this question will not be permanently shelved, they feel that the important purpose they have in mind may be partially served if the principle of granting study leave to administrative officers is generally adopted. They feel it would do a great deal to keep officers fresh if at the discretion of Government and subject to the exigencies of the service they could be granted a period of study leave not exceeding twelve months as soon as possible after they have completed seven years' service. With the further object of counteracting the tendency to get into a groove, which is inevitable in cases where officers are confined for long periods to service in areas remote from centres of intellectual activity, all reasonable facilities should be granted to them to attend Conferences and meetings on educational subjects outside their areas. The Committee deplore the tendency in certain areas to restrict such facilities on the plea of economising in travelling allowances.

12. Apart from the normal graded administrative system which they have outlined above, the Committee recognise the importance in the interest of obtaining variety of experience and securing persons with practical experience of certain aspects of education, the development of which is at the moment in an embryonic stage in this country, of recruiting officers, from outside the particular areas concerned and in certain cases from outside India altogether. They therefore have no objection to the practice of engaging officers on contract provided it is not done to an extent which would deprive other officers in full time service of a reasonable prospect of promotion to higher posts.

J. M. BOTTOMLEY (*Chairman*)
 W. H. F. ARMSTRONG.
 P. N. BANERJEA.
 G. D. BARNE.
 MAURICE GWYER.
 JOHN SARGENT.

REPORT OF THE COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION APPOINTED TO CONSIDER THE QUESTION THE TRAINING, RECRUITMENT AND CONDITIONS OF SERVICE OF TEACHERS, TOGETHER WITH THE DECISIONS OF THE BOARD THEREON.

At their Eighth Meeting held at Lucknow in January 1943, the Central Advisory Board of Education considered, *inter alia*, the report of the Committee appointed to consider the question of the training, Recruitment and Conditions of Service of Teachers. The Board adopted the recommendations of the Committee and decided that the report be forwarded to Provinces, Local Administrations, the States and educational authorities concerned for their consideration.

REPORT OF THE COMMITTEE.

1. The Committee feel it desirable to make certain preliminary observations with regard to their report. It became apparent at an early stage in their deliberations that in the time at their disposal they would be unable to deal with the vast subject remitted to them in anything like a comprehensive fashion. They decided therefore that they must lighten their task by postponing for future consideration either by themselves or by some other Committee that part of their reference which concerns teachers in Universities or institutions of University rank, including the higher stages of Technical, Commercial and Art Education. In extenuation of this omission they can at least urge that the conditions of service of University teachers, while anything but satisfactory in many instances, compare much less unfavourably with those of other learned professions in this country or of the teaching profession in other countries than those which at present obtain in the lower stages of the education service. There are other reasons also which need not be specified here why in the Committee's opinion the training and recruitment as well as the conditions of service of University teachers should receive separate consideration.

2. The second matter to which the Committee wish to call early attention is still more important. Both their own experience and the information which has been placed before them in the course of their enquiry have convinced them that the whole condition of the Teaching service in the lower stages of the educational system in this country is so unsatisfactory that no real progress can be looked for unless and until the position of the teacher is radically improved. For it is a truism which appears to be ignored in India, that the quality of the teacher is the one factor which must always determine the efficiency of any educational system. Unless a satisfactory supply of suitably qualified teachers is forthcoming, the money spent on education will be almost entirely wasted. It is often suggested in quarters, which are either unable or unwilling to face the financial implications of providing India with a proper system of public education, that the teacher should be attracted to his work by a sense of vocation or service to the community rather than by any financial inducement. Ideally this may be true and it is to be hoped that an increasing number of men and women will be led to take up teaching by high motives of this kind but in actual fact it amounts to little more than wishful thinking. Common sense supported by experience leaves little doubt that if the teaching service is to secure an adequate supply of the right type of people, it must offer practical attractions comparable with those which other branches of the public service offer to their members. If the labourer is worthy of his hire then of all labourers the good teacher is most worthy of his. Teaching is

properly done is exacting both on body and mind: the conditions under which teachers often have to live in a country like India isolate them from social amenities and from intellectual companionship; the raw material in which they work, the bodies and minds of children is not merely the most valuable asset of the community but once spoiled it can hardly ever be repaired. It might reasonably be assumed therefore that of all servants of the public the teacher would be the best rewarded and the most esteemed. Reference however, to Appendix II to "Education in India in 1938-39" will show that as things are, teachers, at any rate in the primary and middle stages on which the efficiency of the whole system must ultimately depend, are being paid at rates inferior to those which apply to most classes of menials. There is, therefore, a great gap between the position that now exists and the lowest standard which the Committee can accept as satisfying the essential criterion for the establishment of an efficient teaching service, *viz.*, that a teacher should approach his daily work free from the strain of domestic financial anxieties. There is only one way to ridge this gap and the Committee frankly recognise that the minimum recommendations, which would have any prospect of producing teachers of the requisite standard and putting the profession on a respectable basis, will involve financial commitments so vastly in excess of the present public funds devoted to education that most authorities will regard them, at first sight at any rate, as entirely impracticable. Since, however, the Committee believe that the problem of providing India with a reasonably satisfactory system of public education cannot be indefinitely shelved, they have felt the necessity of making such recommendations as in their opinion will achieve this purpose, even if they may involve a drastic reconsideration of educational finance, including the relations between the Central and Provincial Authorities. At the same time, however prohibitive from the financial point of view as the cumulative effect of their proposals may appear, the Committee wish to point out that their adoption would still leave teachers as a whole in an unfavourable financial condition compared with other persons who enjoy professional status and that a country which claims equality with other civilised nations can hardly remain satisfied for an indefinite time with a state of affairs where the teacher is worse off than the clerk or where his economic position generally *vis-a-vis* that of other, educated classes is substantially inferior to that of the teacher in other countries. The Committee therefore feel that the adoption of their recommendations, drastic as they may seem, must be regarded not as a final settlement of the question at issue but as constituting a practicable stage in the transition from what is to what ought to be.

3. A. *Training*.—The Committee have no hesitation in expressing the opinion that every teacher employed in any kind of school maintained or aided out of public funds or recognised by Government must be trained. Before very long they hope it will be possible to extend this requirement to every school which is allowed to exist at all. They believe that there is a technique or art of teaching which can be learnt and that if this is so, before any man or woman is allowed to operate on human material, he or she must be required to acquire the necessary mastering of this technique. In laying down this general principle, the Committee realise that it may not be practicable to apply it in the case of all existing teachers, though they urge that so far as training facilities permit, opportunities should be afforded to all existing teachers, who are not trained, to become trained. They regard it, however, as essential that steps should be taken without delay to provide the necessary training facilities, in order that all entrants to the teaching profession after a given date, which should be in the reasonably near future, shall have received the minimum training hereinafter prescribed and they recommend that Provincial Governments should take such measures as may be necessary to compel local bodies to

comply with this requirement, so far as any schools under their control are concerned. In order that concrete effect may be given to this proposal, it is further recommended that the responsible authorities should work out a progressive programme for ensuring that all teachers in their schools become trained within a specified period.

4. In addition, or rather as a necessary preliminary to the question of training, the Committee wish to lay it down that any person entering upon a course of training should have minimum educational background. They are satisfied that this minimum, even under existing conditions, can in no case be made lower than the possession of a Matriculation Certificate or its equivalent.

5. The Committee also considered whether it was desirable, in addition to this minimum educational qualification to prescribe a minimum age for entering upon a course of training. While they realise that such a step may be open to certain educational objections, they believe that these will be outweighed by the advantage of fixing a definite limit for the guidance of the responsible authorities and they accordingly suggest that no candidates shall be admitted to a course of training unless they are over the age of 16 or will reach that age during the calendar year in which they are admitted.

6. These general principles have to be applied to the training of teachers or schools of different types. Beginning with the primary school, which with the addition in due course of nursery and infant classes may be regarded as the basis upon which the whole educational system must be constructed, the Committee are of opinion that while the fundamental requirements in regard to minimum educational background and training in the art of teaching should apply here as elsewhere, special arrangements may be needed during a transitional period to enable suitable candidates from rural areas, and particularly female candidates, to reach the educational standard prescribed for admission to a course of training. A scheme somewhat on the lines of the pupil teacher system formerly in operation in Great Britain might perhaps be adopted. This would allow suitable boys and girls from Middle Schools to be transferred to special centres or classes attached to high schools and given special tuition in order to bring them to the required educational standard. Whether during this period it will also be possible to test their probable suitability for future training, is a question which will require further consideration.

7. In the case of Nursery and Infant schools or classes, the Committee, while recognising that recruits should possess a special aptitude for this responsible task, see no reason to prescribe any educational background beyond that already laid down in the case of primary teachers. The Committee are convinced that teachers in schools of this type should invariably be women and they are further of the opinion that nearly all boys as well as girls under the age of eight benefit more from being under the instruction of women than of men.

8. With regard to Middle Schools, existing conditions compel the Committee to consider separately the Vernacular Middle School or as they would prefer to call it, the Senior Basic School, and the Anglo-Vernacular Middle School, whether the latter is a separate institution or forms part of a high school. The Committee look forward, however, to the time when schools of this type will be absorbed into the ordinary high school system. For teachers in all schools at the Middle stage the Committee accept Matriculation as the minimum educational background though they look forward to the time when teachers with intermediate and even graduate qualifications will enter this branch of the service in increasing numbers.

9. So far as high schools are concerned, *e.g.*, all classes above the middle stage, which has already been dealt with, the Committee are of opinion that

a degree or its equivalent should be laid down as the minimum educational qualifications and that it is unnecessary in this case to prescribe any minimum age for admission to the training course. A similar recommendation may also be made in the case of teachers of ordinary subjects in schools of the Technical High School type. What is required for teachers of specialised subjects in such institutions is dealt with later in this Report.

10. Consideration was also given to the minimum educational qualifications and the minimum age for admission to the appropriate course of training in the case of teachers in special schools for mentally or physically handicapped children. The Committee feel that generally the requirements should be the same as in the case of primary schools, though they realise that in selecting recruits for such schools special attention will have to be paid to personal characteristics and aptitudes, as in the case of Nursery and Infants teaching, and that the course of training will also have to be differentiated. Moreover, it may be desirable to establish a special All-India Institution for training teachers of the blind, deaf and dumb.

11. The Committee then turned to consider what would be the minimum length of training for the different categories of teachers in the various types of schools. In view of the demands on the technical skill of the teachers, which are implicit in that conception of Basic Education which has been approved by the Central Advisory Board of Education, and which it is hoped will increasingly determine the normal methods of instruction at the primary and middle stages, the Committee feel that the necessary technique cannot be acquired in any case in less than a period of two years. The minimum period may suffice so far as the teachers in primary schools are concerned, as well as for those in Nursery and Infant Schools, provided that special emphasis is laid in their case on training in crafts suitable for very young children. In the case of Middle Schools of the senior basic type, however, where special importance will be attached to craft training and where the skill required by the teacher both in the craft itself and in correlating other subjects of the curriculum with it will be of a higher standard, the course of training should normally occupy three years, though this may perhaps be reduced to $2\frac{1}{2}$ years where this fits in more conveniently with the local educational organisation.

12. In the case of Anglo-Vernacular Middle schools or middle classes in ordinary high schools, the Committee are of opinion that the training course may be limited to two years in view of the fact that in schools of this type the same demand for craft efficiency will not be made on the teachers.

13. In the case of teachers in the higher classes in high schools, for whom a degree or its equivalent has been prescribed as the minimum educational qualification, the Committee feel that the actual training in teaching might be completed in one year, although a minimum course of eighteen months is to be preferred. The same would also apply in the case of teachers of ordinary subject in technical schools. The question of specialist teachers in such institutions will be dealt with separately. In the case of teachers in special schools the Committee are of opinion that while the minimum course of training should not be less than two years, it will probably be desirable, in view of the special requirements of such teachers and particularly of the importance of their fully appreciating the psychological aspect of their task, that the course should be extended to three years.

14. The next question for consideration is what should be regarded as the minimum content of a training course for the different categories of teacher and what proportion of the course should be devoted to practical training in teaching. It has been generally held that in the case of teachers of younger

children, the question of technique as compared with erudition is more important than it becomes at a later stage of education. Without entirely accepting this contention, the Committee are of opinion that the basic system of education rightly lays great stress on technique and that consequently both for the primary or junior basic stage and for the middle or senior basic stage, training course should be mainly devoted to giving students the necessary facility with a craft or crafts and teaching them how to correlate other subjects with the craft work in a rational way. So far as what may be called general subjects are concerned, the Committee hope that, given the minimum educational qualification which they have prescribed for entry, the amount of time which will need to be devoted during the actual training course to improving their general knowledge of the trainees should not be great. In fact it will be desirable to concentrate mainly on the best way of relating the principal aspects of the general subjects to local environment and cultivating, what may be called a more scientific habit of mind on the part of the teacher towards the world in which he and his pupils live. The village teacher above all should be equipped with the means of counteracting those tendencies which are hostile to educational development of the right kind.

15. In order to provide time and opportunity for giving effect to these general principles the Committee recommend that in the case of teachers for Primary or Junior Basic (including nursery and infant) schools, one-third of the course should be devoted to improving and enlarging the general educational background of the trainees with special emphasis on such subjects as nature study, local literature and history together with a second language, where such may be required. Of the remaining two-thirds of the course half should be devoted to the theory and method of teaching with special reference to handicrafts and the problem of correlation and the other half to practical teaching. With regard to teachers in Vernacular Middle or Senior Basic Schools, a similar proportion of time should be devoted to improving the general knowledge of the students as in primary schools, though in view of the fact that the course will as a rule cover three years the actual amount of time will be correspondingly greater. In view of the increasing importance of the craft side at this stage, the Committee suggest that the amount of time devoted to this aspect of training should be increased to $\frac{4}{9}$ th of the total time as compared with $\frac{1}{3}$ rd in the case of primary teachers. This means that the amount of time devoted to practical teaching will have to be reduced to $\frac{2}{9}$ th of the total, but since the course is longer, this will not mean that the Senior Basic intending teacher will spend less time in front of a class than his colleague in the primary school. So far as intending teachers for Anglo-Vernacular schools or the middle classes of high schools are concerned more importance must be devoted to improving their general knowledge in cases where they only possess the minimum qualification and it is suggested that half of the two years' course should be allocated for this purpose. As they will not be greatly concerned with handicrafts or the problem of correlation, less attention need be devoted to the theory and method of teaching and probably $\frac{1}{6}$ th of the total course should satisfy all reasonable requirements in this respect. Practical teaching should occupy $\frac{1}{3}$ rd of the total time as in the case of teachers for primary schools. In the case of teachers of the higher classes in high schools, as they will as a rule be graduates, their educational equipment may normally be regarded as adequate and the whole of their one year course should be equally divided between theory and method of teaching and practical teaching in front of a class.

16. The Committee in this connection gave consideration to the question whether for practical training in teaching the custom of providing model practising schools which is prevalent in many parts of India should be encouraged.

They came to the conclusion that while it may be necessary to continue such schools where facilities for practice in ordinary schools are not readily available conditions in the practising schools tend to be artificial in so far as they do not usually reproduce the conditions under which the student teacher will subsequently be required to teach, and that consequently, wherever possible, students should do their practical teaching in ordinary schools.

17. The next matter considered was whether it is desirable that teachers of special subjects, *e.g.*, Handicrafts, Domestic Science, Physical Training, Art, Music, etc., should be trained in special training institutions or whether facilities should be provided for specialised courses in these subjects in ordinary training schools and colleges. either during the normal course or during an additional period. So far as the primary (Junior Basic) schools are concerned it was felt that it should be possible in the ordinary course of two years to provide such training in these subjects as would equip the teacher to deal with them up to the requisite standard. At the Vernacular Middle (Senior Basic) stage it is reasonable to expect that in the course of three years students will be able to acquire the necessary skill in two main crafts or at any rate in one main craft and a subsidiary craft and that teachers of Art in the sense of design and practical craftsmanship related to their crafts should also obtain the necessary training without any extension of the course. In the case of teachers of Domestic Science and specialists in Physical Training (including health and welfare work) it may be necessary to add an extra year to the course in order that the full implication of these extremely important subjects may be studied. The training course especially that for women teachers should include special attention to personal and sex hygiene. In the case of any teachers in Anglo-Vernacular schools or the middle or higher classes in high schools, who will be required to specialise in these subjects, it will be necessary for them to devote an extra year to such specialisation in view of the fact that their normal course only covers two years and in the case of graduates only one. The Committee are of opinion that Music will have to be treated separately and that training in this subject can probably best be arranged in a separate training school or college.

18. The Committee devoted special consideration to the question of the training of teachers of technical and commercial subjects, for whom it is reasonable to expect there will be a largely increased demand in order to meet the anticipated development of schools of the technical high school type. It was felt that such teachers should not only have had practical experience in industry or commerce but should also be recruited as a rule from amongst students who have received their previous education in technical and commercial institutions. The Committee do not, however, feel that it is either possible or desirable to prescribe any minimum educational background for such teachers in view of the great variety of subjects involved, and of the equally great difference which may be expected in their preliminary education but they feel that in all cases where a person with whatever may be accepted as an adequate educational background desires to become a teacher of technical or commercial subjects, at least one year's training in the art of teaching will be required and this may reasonably be arranged in the way already suggested for teachers of the higher classes in high schools.

19. In addition to the initial training prescribed above, the Committee wish to emphasise in the case of all teachers the importance of providing refresher courses at reasonably frequent intervals. The teacher stands in need of periodical reconditioning more than any other professional class and this need becomes still more urgent in view of the isolation in which many teachers in this country necessarily spend their working lives. In addition to refresher courses and with the same object in view, the Committee recommend that facilities should be

provided for teachers to visit other districts or areas from time to time to observe work which is being done, in comparable schools or to study new experiments; in the higher stages of education they advocate the grant of study leave in order that teachers may bring their knowledge up-to-date in their particular subjects.

20. *Recruitment of Teachers.*—In the previous section of their report the Committee have set out the minimum training which they regard as essential in order to secure properly equipped teachers in the various grades of schools in the educational system. They have felt it necessary to indicate with some precision the kind of finished article they have in mind and they now propose to explore ways and means of obtaining an adequate supply of the materials from which such articles can be produced. Since the process of manufacturing a trained teacher is an expensive one, the supply must obviously be related as closely as possible to the ascertainable annual intake in any given area. This intake will in turn be decided with reference both to the average wastage in the existing establishment and to the additional staffs which will be required for contemplated developments. Moreover, inasmuch as the training of a teacher occupies a considerable period, it is clear that the provision of accommodation in training institutions and the admissions thereto will have to be determined in the light of a long-term policy. It is particularly important that in the case of the teaching profession supply should be related to demand with the greatest care. Fortunately from this point of view there can be little doubt that if the educational requirements of India are to be satisfied within a reasonable period a vast increase in the number of teachers to be trained and consequently in the training institutions required will become inevitable. This applies with particular force in the case of women teachers, the present supply of whom is hopelessly inadequate. The problem will be to train enough teachers and for many years to come there should be little risk of any qualified teacher who is prepared to teach in schools below the university stage, failing to find employment.

21. The Committee have given careful consideration to the ways and means of stimulating the supply of suitable candidates for the teaching profession. There are two main causes which may induce young people to take up teaching, firstly a sense of vocation, secondly conditions of service which are reasonably attractive. There is nothing incompatible, between these but as they have already stated, the Committee are satisfied that the first of these without the second will never produce either the quantity or quality of the teachers required for a national system of education. The Committee hope that the recommendations which they will subsequently make in regard to the conditions of service of teachers, including the question of remuneration, will go some way towards fulfilling the second requirement.

22. While accepting indeed emphasising the general principles that teaching like other professions must depend on its inherent attractions, if it is to be assured of a regular and adequate supply of suitable recruits, the Committee feel bound at the moment to have regard to the particular circumstances of India as well as to the experience of other countries in connection with the building up of a national teaching service. The question to be decided is whether at any rate during the transitional stage it may be justifiable as well as expedient to offer special inducements in the form of scholarships and stipends to suitable boys and girls who will undertake while still at school to become intending teachers. In this connection it may be pointed out that it will be unwise for sometime time to count on obtaining enough recruits from high schools alone or to ignore the supply of promising material which may be available in schools of the Senior Basic or Anglo-Vernacular type. Consequently so long as the need remains, arrangements should be made for suitable boys and girls to be selected from such schools and transferred to special classes attached to high schools where by an intensive course they may be brought up in two or three

years to the Matriculation standard. During this period such intending teachers will require adequate stipends to cover the cost not merely of tuition but also of residence. Similar assistance should also be available for selected pupils in High Schools who would not otherwise be able to afford to complete the appropriate course.

23. When intending teachers have reached the standard prescribed as the minimum educational background, the question arises whether they should immediately enter upon training course, or whether before so doing, they will benefit in the end by spending a limited period in schools as untrained teachers. Experience in fact indicates that boys and girls who have had some practical experience of managing a class, as a rule derive more advantage from the actual training course than those who enter upon it direct from school. While the Committee feel that there is much to be said in favour of this system, they do not desire to prescribe it as universal procedure, since they realise that in many cases it may present administrative difficulties and that a considerable number of students are fitted to enter upon the necessary course of training without any preliminary testing or experience of this kind. They also wish to lay it down as a necessary safeguard that where untrained teachers are appointed, the period of this appointment must be strictly limited and should in no case exceed two years.

24. In view of the fact that the main objective in any form of recruitment is to secure the right type of people and these may be found in all classes of the community, it is of the utmost importance that at the training stage adequate financial assistance should be available for all students who need it. This assistance should not merely cover the actual cost of the training course but should also enable students to mix in the ordinary life of the community in order that their experience may be enlarged. The Committee do not regard it as necessary that the training course should be free for all provided that generous financial assistance is available for those who without it would not be able to enter upon or complete the course. Where, however, such a provision does not exist, it will probably be desirable in the interest of obtaining sufficient recruits to abolish any charges at this stage.

25. *C. Conditions of service.*—The Committee have already expressed the opinion that whatever inducements or facilities may be offered during the preliminary training, the primary requisite for the establishment and maintenance of an efficient teaching service is the provision of attractive conditions of service, including scales of pay. How far present conditions in this country are from fulfilling this requirement will be apparent to anyone who examines the figures given in Appendix II to Education in India in 1938-39. The Committee feel that they are using very mild language when they express the opinion that the conditions obtaining in this respect, and particularly in regard to the lower stages of education, are ludicrously inadequate and that nothing short of a drastic reconsideration of the whole matter can achieve the desired results. They fully appreciate that the cost of education at all stages is largely determined by the salaries of teachers, and that a comparatively small increase in the present expenditure under this head may well prove extremely embarrassing to existing educational budgets. As they have already pointed out, however, they believe that the financial issue can no longer be evaded and that if anything is to be done to place the teaching service on a proper basis, to secure the right kind of men and women for it and to give teachers the status which they ought to enjoy in the eyes of the community at large, a great improvement must be effected in their conditions of service, cost what it may. If India wants her children to be taught properly, she must be prepared to pay her teachers properly or face the alternative, which is permanent inferiority in the society of civilised nations

26. Since the primary schools form the basis on which the national system must be erected and since the primary system in view of its magnitude will also be the determining factor financially and otherwise, the Committee are in no doubt that the most important problem before them is to determine the conditions of service of teachers in primary schools. With this object in view they have considered the practicability of prescribing a minimum national scale for both men and women in both urban and rural areas. They realise naturally that in a country as large as India the conditions in different areas will vary to an extent which will obviously have to be taken into consideration in any salary question but this issue can in their opinion be dealt with by increasing the minimum scales where necessary to meet the incidence of local costs. They do not, however, propose to take into consideration such special increases in the cost of living as may have arisen out of war circumstances and the scales, which they recommend are based on pre-war costs. With these and other factors in mind, the Committee recommend that the minimum national scale for teachers in primary schools (including Infants and Nursery schools) should be Rs. 30—1—35—3 (biennially)—50 p.m.: the same scale is recommended both for men and women. The Committee regard it as essential that teachers of village schools should have free houses: where this is not possible 10 per cent. should be added to their salaries. This scale, which has been framed for what may be described as normal rural areas, may be increased up to 50 per cent. to meet the needs of areas where the cost of living or other factors necessitate a more generous scale. *e.g.*, in Delhi or one of the provincial capitals the initial salary for a primary teacher may be raised to Rs. 45 and the maximum to Rs. 75.

For teachers in Vernacular Middle or Senior Basic schools the minimum scale recommended is Rs. 40—2—80 p.m., with the same provision as in the case of primary teachers for increasing it to meet the needs of more expensive areas. Here also the Committee see no reason for differentiating between men and women.

The same scale with similar provisos is suggested for teachers in Anglo-Vernacular Schools and for non-graduate teachers in the middle classes of High Schools.

For graduate teachers in High Schools the Committee recommend a scale of Rs. 70—5—150 p.m., again with the same provisos as set out above.

27. The scales prescribed above are for ordinary assistant teachers in the different types of school. The Committee are aware that by themselves they will hardly achieve the object of making the teaching service attractive to really good people or placing it on a level of comparative equality with other professions. But the Committee believe that the inducements to the keen and ambitious to take up teaching can be increased if a reasonable number of the posts are available which carry salaries above the ordinary scales. Outstanding among these posts are those of Headmaster and Headmistress and much may be done to raise the status of teaching in the eyes of the public generally and of parents in particular by accordng special recognition to these posts. Apart, however, from what may be described as the propaganda aspect of this matter, the Committee are afraid that not only the administrative responsibilities of Heads in all but the smallest schools but what is much more important the influence which particularly in rural areas they should exercise on pupils, parents and the community at large, have been almost entirely ignored. The Head of even the smallest school ought to be a person of consequence in the district and this should be

reflected in his salary. The Committee accordingly recommend that Head Teachers in all grades of schools should be remunerated as set out below.

N.B.—As in the case of assistant teachers scales may be increased up to 50 per cent. in areas where cost of living by prewar standards is more expensive.

1. Primary Schools.

Grade.	Size of School.	Salary scale p. m.	Remarks.
A.	1 or 2 class sections ...	*Rs. 10 above scale for assistants.	Same scale for men and women. Where no house is provided 10% should be added to salary.
B.	3, 4 or 5 class sections ...	Rs. 50—4—70	
C.	5, or 6, 8 or 10 class sections.	Rs. 60—4—80	
D.	Above 8 or 10 class sections.	Rs. 80—4—100	

2. Middle schools (Vernacular and Anglo-Vernacular).

Grade.	Size of School.	Salary scale p. m.	Remarks.
A.	3 or 4 class sections ...	Rs. 80—4—100	Same scale for men and women. Where no house is provided 10% should be added to salary.
B.	4, or 5 to 6 or 8 class sections.	Rs. 90—4—110	
C.	Over 6 or 8 class sections	Rs. 110—4—130	

3. High Schools.

Grade.	Size of School.	Salary scale p. m.	Remarks.
A.	Up to 250 pupils on roll	Rs. 175—10—255	Same scale for men and women.
B.	251—500 pupils on roll.	Rs. 250—10—350	
C.	Over 500 pupils on roll. ...	Rs. 350—15—500	

The Committee also favour the creation of posts of responsibility in all types of schools except the smallest ones. They feel that the existence of such posts will not only relieve head teachers of a certain amount of routine administrative responsibility and so free them for attention to their more important duties but will also act as a further incentive to the more ambitious type of teacher. The Committee recommend that posts of responsibility should be created on the following scales:—

Primary Schools.

Grades A & B	None	} Rs. 5 p. m. in addition to ordinary scale.
Grade C	...	...	1
Grade D	...	...	2

Middle Schools.

Grade A	None	} Rs. 10 p. m. in addition to the ordinary scale.
Grade B	...	...	1
Grade C	...	...	2

High Schools.

Grade A	2	} Rs. 20 p.m. in addition to the ordinary scale.
Grade B	...	...	...	4
Grade C	...	...	...	4

The Committee are of the opinion that appointments to posts of special responsibility should be made for periods of three years, the teachers in question being eligible for re-appointment subject to satisfactory service.

28. The Committee considered the question of remuneration of specialist teachers and are of the opinion that these may be divided into two grades:—

(i) Teachers of special subjects in Vernacular Middle (Senior Basic) Schools, in Anglo-Vernacular Schools and in all the middle classes of high schools;

(ii) Graduates.

They feel that in the former case, they should be granted one year's seniority on the appropriate scale together with Rs. 2 p.m. as a personal allowance. In the case of graduates they are of the opinion that no additional remuneration is required.

*By class section is meant a unit under a separate teacher. In some parts of India there are 4 classes in full primary schools; in others 5; similarly in Middle Schools there may be 3 or 4 classes.

29. The Committee are of the opinion that all recognised teaching service should ultimately become pensionable and that where no pension funds exist or can be expected to exist in the near future, contributory provident funds should be at once established on the basis of 50 per cent. contribution from the teacher and 50 per cent. from the employer.

30. The Committee recommend that where teachers are transferred from one school to another, either in the same area or in different areas, the period which they have spent in recognised service should be taken into account in determining their salaries in the new school or area.

31. The Committee recognise that apart from purely financial considerations such matters as sick leave, size of classes, hours of work, holidays, etc., have an important bearing on the attractiveness or otherwise of conditions of service. They feel, however, that to frame suggestions in regard to matters of this kind on an all-India basis is a matter of extreme difficulty in view of differences in local circumstances, and they suggest that if the Board think it desirable that these questions should be investigated further, they should either instruct the Committee to take them into consideration and present a further report or should appoint a special committee for the purpose. The Committee also attach importance to security of tenure for members of the teaching profession, and they are aware that the present unsatisfactory situation in this respect in many areas is one of the gravest factors which deters people from entering the profession. While they agree that every teacher may be required to serve for a year on probation, they are of the opinion, that once the probationary period has been satisfactorily completed, the teacher in question should be given a permanent appointment.

32. The Committee have already referred to the fact that the proposals they are now submitting, inadequate as they may be in some respects from the point of view of securing equality for teachers with other classes of Professional people, will still, if adopted, increase the cost of education to an extent which most Provincial Governments will find it extremely difficult to meet from their existing resources. The Committee share the view expressed by the Committee on Basic Education that if progress of any real and permanent kind is to be made in this all important connection, it will be necessary for the Central Government to come to the assistance of Provinces, and they recommend that the Central Government should contribute not less than 50 per cent. of the cost of the adoption by any Provincial Government of scales of salary for the different categories of teachers not less than those recommended in this report.

JOHN SARGENT, (*Chairman*).

J. M. BOTTOMLEY.

G. G. R. HUNTER.

A. S. KHAN,

RENUKA RAY.

SHAH ALAM KHAN.

P. F. S. WARREN.

REPORT OF THE TECHNICAL EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION, 1943.

(The report was adopted by the Board at their tenth meeting in January, 1944.)

1. The Committee had before them, among other documents, the Report on Vocational Education in India by Mr. A. Abbott, formerly H. M. Chief Inspector of Technical Schools, Board of Education, England, who visited India in company with Mr. S. H. Wood in 1936-37. His very valuable survey deals fully with the scope, content and duration of the courses which should be provided in the different types of technical institutions and the Committee regard it as unnecessary to cover the same ground again. They are of opinion, however that some of Mr. Abbott's conclusions must be reviewed in the light of the Report of the English Board of Education's Consultative Committee on Secondary Education with special reference to Grammar Schools and Technical High Schools (1939), hereinafter referred to as the "Spens Report", and more particularly in the light of the changes which the war has brought about in Indian industrial conditions generally. Special attention should be directed in their opinion to the culture and vocational value of the new type of secondary schools, called Technical High Schools, envisaged by the Spens Report. The success, which experimental schools of this kind have already achieved in England, in ensuring to Industry and Commerce a fair share of the best brains of the country, gives grounds for hope that they may satisfy in India also a need which is already urgent and is likely to become still more so in the postwar period, if present anticipations in regard to industrialisation are realised.

It is impossible to forecast with precision at the moment to what extent the expansion of industry due to the war will be maintained or accelerated after the war or what form or forms it will take. This will largely depend on the plans adopted for post-war reconstruction and development. It is, however, safe to assume that there will be sufficient industrialisation to create an urgent and increasing need for facilities for technical education and that, given an adequate system of practical instruction, there is no reason why India should not be able before long to produce all the skilled artisans, technicians and research workers necessary for her full industrial development.

2. Hitherto the demand has been restricted partly by the limited number of openings which have been available in Industry and Commerce and partly by the practice of filling the more remunerative posts with imported technicians. The supply of suitable students has been adversely affected not only by the uncertainty of subsequent employment but also by the fact that young Indians of the middle and upper classes have not in the past taken readily to industrial occupations. The instruction itself has not escaped the over-academic atmosphere which characterises education generally in India nor has it been linked up closely enough with the actual conditions obtaining in works and factories. What it is fashionable to call a vicious circle has been described by Mr. Abbott in the following words:—

"No country can initiate and carry on industries on a large scale, unless it has an adequate supply of men specially trained for the direction and management of large industrial concerns as well as of others qualified for the minor but very important supervisory posts in them. On the other hand it cannot be expected that capable and ambitious men will devote themselves to acquiring this special knowledge and skill unless they see a reasonable prospect of exercising it and gaining a decent livelihood thereby".

The experience of the war, however, has already led to a number of salutary changes: it has compelled a large expansion of industry and created a greatly increased demand for technicians of all grades, while at the same time the urgent need for skilled and semi-skilled workers has led to almost every technical insti-

tution in the country becoming a centre for Technical Training Schemes. Many young men, who would not otherwise have embarked on a technical career, have been recruited under these schemes and the prejudice against industrial employment has been steadily breaking down. This process is likely to be accelerated when Technical High Schools become an established part of a selective High School system. The ground is, therefore, being rapidly prepared for developments on practical and up-to-date lines but before any attempt is made to forecast the nature and scope of these developments or the precise lines which they should follow, it is necessary to define in relation to the requirements of a modern community the function of technical instruction, including the cognate subjects of education in Commerce and in Art as applied to industrial and commercial needs.

3. Technical education, as a branch of education, has a special purpose of its own but it cannot too strongly be emphasised that it is after all an integral part of the general educational system and not merely a special training for industrial employment. "No definition of technical training", observed the Bryce Commission,* "is possible that does not bring it under the head of secondary education, nor can secondary education be so defined as absolutely to exclude from it the idea of technical education".

4. The conception of the function of technical education, as regards both its aim and its content, has been considerably revised and enlarged in Western countries during recent years. Consequently it is important to emphasise from the outset that any scheme for the development of technical instruction as an integral part of a national system must have a two-fold character. It must both form a link between education and industry and it must at the same time receive quite separate consideration as a form of mental training which is especially suited to certain types of intelligence irrespective of their future occupations.

The primary function of technical instruction remains and is likely to remain that of satisfying the needs of industry and commerce for (a) skilled craftsmen, (b) intelligent foremen and executives, and (c) research workers. In Western countries, however, of late years the content of a technical curriculum has been steadily widening, due on the one hand to increased demands on the part of industry, created not only by accentuated competition but also by the emergence of entirely new industries, and on the other hand to a recognition perhaps rather belated, on the part of those responsible that technical education, if it is to be really fertile, should include the study of design and distribution as well as the actual processes of manufacture. The industrial product of today to command a market must do its work efficiently, must be attractive to the purchaser and must pass easily and cheaply from the maker to the consumer.

Moreover, the changes which are affecting the character of what is produced are also determining the training of those engaged in production. The ranks of the skilled craftsmen, depleted by the advent of the machine and mass production, are being reinforced by the makers and menders of machines and machine tools. Training in precision work has already acquired an importance out of all proportion to the number of men so employed. New problems, again, both human and material, call for more sympathy, more imagination, and a deeper insight into the processes they control from those placed in positions of authority. In his turn the research worker has not merely to concern himself with improvements along established lines; it is also his business now-a-days to explore how a dying industry may be revived or a new one created. It has been assumed,

*Royal Commission on Secondary Education, 1895,

perhaps too readily during the last fifty years even by those who for social reasons deplore their extinction most keenly, that the small business and the cottage industry are bound to be eliminated by the large scale factory. Modern methods of distribution and marketing, however, now give grounds for hope that even in highly industrialised countries the small producer may survive and prosper alongside of his larger rival.

The obvious lesson implicit in these changes is that technical instruction today must be a wider and more liberal form of training than it has been in the past; it must comprehend the scientific principles underlying the process of manufacture as well as the processes themselves; it must link up the sciences of production and business organisation with the arts of design and salesmanship. It must take cognisance also of social science in relation to the effect of industrial development on the life of a previously non-industrial community and it cannot even neglect the provision of purely cultural and recreational facilities as an antidote against mental and moral stagnation for those workers who are destined to remain the semi-skilled servants of the machine.

5. At the same time contributing towards the same enlarged conception there is a secondary function of technical instruction the importance of which is being increasingly recognised abroad and has received striking emphasis in the Spens Report. So-called technical subjects have been found to be capable of providing an all-round education or culture as distinct from a vocational training for the many people, not necessarily by any means the less intelligent, whose mental faculties are more actively stimulated and more fully satisfied by practical than by academic studies. In this sense the technical school or college has a valuable contribution to make towards the introduction of greater variety into education at its higher stages and towards satisfying the need of industry for a reasonable share of the best brains of the community, which under the influence of the conventional high school seek professional occupations, and too often find unemployment. Further, it may provide many people who were not suited for or were prevented by the economic exigencies of life from taking a university course of the ordinary type, with knowledge of the things necessary to the fuller discharge of their duties as citizens or the more profitable employment of their leisure.

6. While the general influences affecting the development of technical education, which have been outlined above, have been felt most strongly hitherto in countries remote from India in distance, in natural resources and in the social and economic conditions under which the great mass of their people live, their practical bearing on the future trend of development in this country can hardly be doubted. If the fillip which the war has given to industrial development is to be maintained and consolidated, it is difficult to think of any country where a real partnership between education and industry is more essential or where it is more important to help the small business of the cottage industry, to increase the supply of skilled craftsmen and competent executives, to convert abundant raw materials to the service of the country which produces them and above all to check the flow of potentially creative intelligence through academic channels in the slough of unemployment.

7. Considered from the point of view of the students, technical instruction will be either pre-employment or post-employment, that is, it will either be directed to giving young people not yet at work a preliminary training which will prepare them for entry into industrial or commercial occupations, or it will afford opportunities to those already in employment for increasing their skill as craftsmen, for fitting themselves to occupy positions of greater responsibility or for improving their all-round equipment as citizens as well as workers.

The size of the area to be served and the extent and nature of its industrial development will determine whether such instruction should be provided in one

institution or in several. If in several, then similar considerations will indicate whether these institutions should each serve one industry or group of industries or whether there should be a central institution at which the more advanced work in all branches should be concentrated, with ancillary schools, conveniently distributed, which will relieve it of the more elementary work and feed it in turn with suitably prepared students. The question of monotechinics versus polytechnics has been a controversial issue over a considerable period but the polytechnic, wherever practicable and subject to certain exceptions to be mentioned below, has a strong balance of educational, industrial and economic argument in its favour. It is indeed hardly necessary to elaborate the case for concentrating provision for technical instruction, and particularly the more advanced branches of it, under one roof. There is in the first place the factor of cost. Technical instruction is necessarily expensive, owing among other reasons to the large amount of practical work involved and the cost of the plant and apparatus required. Secondly, there is the importance of economising teaching power since competent instructors in many of the more advanced technical subjects are always difficult to obtain. A third argument for centralisation arises from the fact that many technological courses overlap to a certain extent and in a large institution the same workshop or laboratory may be used by students taking different courses. The last but by no means the least important consideration is the benefit students derive from being brought into contact with others engaged in different occupations and studying different subjects.

The monotechnic is to be preferred only where an industry is highly localised, or where its needs are so complicated or peculiar that it is difficult to satisfy them in the same building as those of other industries or where the material to be dealt with, as for instance in tanning, makes it an uncomfortable neighbour.

Accommodation should be provided in the polytechnic, whether it has ancillary institution or not, for (i) a full time day school (Technical High School) for boys and in course of time girls also of the normal high school age and type, whose training will be based on the assumption that they may rise ultimately to positions of responsibility, (ii) part-time classes in the day and in the evening both for younger employees (including apprentices) and for older workers, and (iii) classes, full-time, or part-time, for more advanced students and (iv) facilities for research workers. Finally there should be provision for adult education of a non-vocational kind.

8. The next step is to apply what has been said above about the general aim and content of technical (including commercial and art) instruction to the post-war conditions of India, so far as it is possible to forecast them. It is clear that the amount, type and location of facilities for technical education will largely be determined by the requirements of industry and commerce, but it is by no means clear at this stage what these requirements are going to be. It is true that wartime production has broken the vicious circle in which industrial development in India has been enclosed in the past. New industries are now being established and the nucleus of a supply of labour for them has been created.

The first task will be to recondition for absorption in civil industry the large number of technicians who have been through an intensive short course of training for war production. It is impossible to say how many of these by the end of the war will have reached the standard of skill and adaptability which will enable them to fit easily into the postwar system. This applies both to the men enlisted in the technical branches of the Fighting Services and those employed in civil factories. It is, however, satisfactory to know that the

Labour Department's Technical Training Centres will be kept going for 18 months after the war in order to complete the training of these workers, where required.

Though it is impossible to say how many technicians will be needed in each main employment category in industry and commerce, it is possible to prescribe the categories themselves and the sort of training their members will require. In the highest category there will be the chief executives as well as the research workers of the future. These will normally have their preliminary training in a Technical High School and will then pass to the Technological Department of a University or to a full-time course of the National Diploma type in a Technical Institution. This category will necessarily be a small one but in view of its importance admission to it should be the outcome of a very strict process of selection.

The next category will contain the minor executives, foremen, charge hands etc., a not less important class, if only in view of the difficulty which Western countries have experienced in recruiting the right kind of people. It is the main aim of the Technical High School to satisfy this need but the Technical High School pupil on completing the course there will need to continue his technical education either by taking a National Diploma or Certificate Course or by attending part-time classes of a fairly advanced description.

Mr. Abbott has emphasised again and again, and few will disagree with him, the need for concentrating on what may be called the supervisory grade. It is this grade, intermediate between the management and the operatives, "which ought to have sufficient knowledge and intelligence to understand the instructions of the former and sufficient powers of expression to communicate and interpret them to the latter. At the same time they should have sufficient practical skill to earn the respect and confidence of the operatives whose work they direct, control and supervise."

The third category will comprise the skilled craftsmen, most of whom will not aspire to executive positions. These may be recruited from ex-Technical High School pupils but as a rule after passing through the Senior Basic (Middle) Schools, where they will have mastered the rudiments of craft work, they will go on to Junior Technical, Trade or Industrial Schools for a further two or three years' full-time course.

Below these three categories will come the great mass of semi-skilled and unskilled labour. These will not as a rule receive any special technical training before entering employment apart from the craft work they will have done in the Senior Basic (Middle) School. It will, however, be very important to afford them facilities both for continuing their general education and for improving their skill, so that the best of them may ultimately ascend to the skilled class.

It should be made abundantly clear that the rough classification given above does not presuppose a rigidly horizontal organisation of post-war industry. If the necessary incentives are to be provided, promotion must remain open from the bottom to the top and this will be particularly important until the selective system of higher education has been firmly established. Nor must the needs of small business or rural industries be forgotten. For the latter separate departments in suitably located Technical Institutions should be provided, where local crafts can be taught and practised under appropriate conditions.

9. While the foregoing refers mainly to technical education, it also covers the general provision to be made for commercial and art students. In regard to commercial education it may be possible to reduce them to two main groups (a) those who will transact business on an important scale or perform profes-

sional functions such as banking, accountancy, etc. (b) those engaged in recording the transactions of group (a). According to Mr. Abbott, group (a) require mainly a training in imagination, initiative, administration and leadership, while group (d) need training in the ordinary office arts, e.g., shorthand, typing, book-keeping, commercial practice, etc., as well as in alertness, accuracy and a sense of responsibility. It is possible that Mr. Abbott somewhat underestimates the need for expert knowledge in those controlling the great processes of salesmanship and distribution. With regard to Art as applied to Industrial and Commercial requirements he gives voice to a well justified criticism when he says "Nothing has disappointed us more than the general neglect of the teaching of Art". Indian manufacturers will be well advised to devote far greater attention to the artistic qualities of the goods they produce. One of the great advantages of a Polytechnic is that it brings those engaged in manufacture into immediate contact with those studying design and distribution.

10. It has already been pointed out that the requisite training for future chief executives and research workers should be provided in some form of senior technical institution and it is desirable to determine the respective parts to be played in this connection by the technological departments of Universities and by Polytechnics and other senior technical institutes, which will not as a rule form part of Universities. The Committee fully realise the very important role which universities should in future play in the progress of technical education in general and in the training of the highest grades of workers in particular. It is often alleged that technical education, as it exists at present, is in its higher stages too academic in character and sufficiently in touch with the actual needs and conditions of industry. There is a good deal of truth in this criticism but the Committee believe that the grounds for it could be removed, if Universities would make their technological courses more practical and ensure that students are given first hand experience of industrial conditions throughout the course and not merely at the end of it. Even if this were done, however, there would still be much to be said for providing the highest forms of training in institutions of the Polytechnic type as well as in Universities. Of the many arguments which can be advanced in favour of this it is not necessary to mention more than two here. Firstly, it is most important that the future expert or executive should receive this training in a place where he can come into contact with the people with whom he shall have to deal and work later on; these will not usually be found in a University. Secondly, a technical institution for obvious reasons should be located as close as possible to the industry or industries which it is designed to serve; the location of universities of usually determined by quite different considerations though some, of course, are in or near industrial areas.

There is also the question of the future control of the highest stages of technical education. If the central body, which it is proposed elsewhere in the report should be set up, is to anticipate and provide for the needs of post-war industry, it should have under its control a comprehensive system of advanced technical instruction in all its branches. It is too much to expect that universities would be prepared to hand over to it forthwith the direction of their technological departments and in any case friendly rivalry within economic bounds may have its advantages during a period of transition and experiment. At a later stage it is possible that senior Technical Institutions, as in some Western countries will become increasingly recognised as the technological departments of Universities.

It is nevertheless necessary that in order to avoid overlapping and wastage there must from the beginning be some co-ordination of the work of Technolo

gical Departments of universities and that of Senior Technical Institutions. This would be facilitated if there was also a Central Body directing University development, either as a whole or in the fields of technology and applied science.

11. Apart from the recommendations set out above which concern the provision of full-time instruction, it is reasonable to assume that as industrial development takes place, whether in the form of large scale or village industries an increasing number of workers will continue their technical education on a part-time basis by attending classes either in the day or the evening. The drawbacks to evening classes are well-known and owing to climatic and other conditions they may well be greater in India than in Western countries. Nevertheless, it is fair to record that many people, who today occupy positions of responsibility in Industry all over the world, owe their success to attending at evening classes. Those who give up part of their leisure after a day's work in order to improve their qualifications at any rate show signs of possessing the qualities of grit and determination that make for success in life. Part-time day classes, or the sandwich system, which is an extension of the same idea, on the other hand constitute a factor of great importance in any modern scheme for technical education. Their main advantages may be summarised as follows:—

- (1) They minimise fatigue on the part of students.
- (2) They bring the efficiency of the instruction under the criticism of students who have some first hand knowledge of the requirements of modern industry.
- (3) They enlist the direct interest of employers, inasmuch as they are releasing and, it is to be hoped, paying their employees to undergo instruction during their ordinary working hours and consequently expect to derive some practical benefit from the sacrifice they are making.

In spite of some initial opposition progressive employers in Great Britain have become convinced of the benefits of the part-time day system not only to their employees but also to themselves, and it is now the practice of many firms to release their younger employees to attend technical classes on two half days or one full day a week or even longer at the expense of the firm, which pays not merely the class fees but also the employees' wages during the time spent under instruction. The sandwich system, which is most suitable for the higher grades of workers, means that the employee instead of attending classes for a day or two half days a week, divides the year between the works and attendance at a Technical Institution. The adoption of such a system would be of particular value in India, as it would help to counteract the present over-academic tendency of too many technical courses whereby a student may spend several years under instruction without obtaining any first-hand experience of actual factory conditions. It is to be hoped that Indian employers will quickly recognise the value of the part-time day system; if not, it may be necessary to stimulate their interest by levying a special tax for the further education of their employees, as was done in France after the last war, on those employers who do not provide the necessary facilities themselves. The cost to them of such part-time instruction is not in any case likely to be prohibitive. Recently an industrialist in England carried out an enquiry in three factories and it was found that the cost of releasing all juvenile employees for a full half-week would amount to only about 2 per cent. of the total wages bill and 1 per cent. of the total cost of production.

12. In addition to the provision of facilities for training skilled artisans and the superior grades, an up-to-date system of Technical Education must also cater for those in the lower grades who wish to improve their equipment as workers and as citizens. The conception of a modern Polytechnic as a People's University has already been referred to and this idea is capable of very wide development in all thickly populated districts.

At this stage the sphere of Technical Education will overlap that of Adult Education, which will also be engaged in the provision of vocational classes. Some demarcation will arise from the fact that Technical Institutions, apart from Agricultural Institutions, which should really be regarded as a part of Technical Education, will normally be found only in urban or thickly populated districts, whereas Adult Education should cover the whole country. At the same time, as the Board's Adult Education Committee has pointed out, it is neither possible nor desirable especially in India, to draw too strict a line between the spheres of Technical and Adult Education. It will be the business of the responsible Administrative Authority to prevent unnecessary overlapping.

It is quite impossible to forecast the extent of the demand for part-time classes; the provision of such facilities in other countries has proved so remunerative in the widest sense that it is justifiable to lay down the general rule that where any reasonable demand arises, every effort should be made to satisfy it.

13. In view of the extent and nature of the technical instruction and training required for workers of different categories, from the managerial to the operative class, the following courses should be provided :

(i) A two-year full-time course in Trade (or Junior Technical or Industrial) Schools for those who are likely to enter industry immediately afterwards and to become skilled artisans. Pupils will be admitted to this course on leaving the Senior Basic (Middle) School at the age of about 14.

(ii) A six-year full-time course in Technical High Schools for those who aim at reaching ultimately the supervisory or managerial grades or becoming research workers. Only selected pupils will be admitted to Technical High Schools on completing the Junior Basic (Primary) stage at the age of about 11, though facilities will be provided for transfer up to the age of 14 from Senior Basic Schools or High Schools of the academic type. The first three years of the course will be devoted mainly to general or cultural subjects.

(iii) A three-year full-time Diploma course, to which students will be admitted after passing the final examination of a Technical High School or an equivalent examination.

(iv) A two-year full-time Advanced Diploma course in Senior Technical Institutions, for those who have obtained the first Diploma.

(v) A three-year part-time Certificate course for those already in employment. Here again the normal condition for entry will be a Technical High School Leaving Certificate or its equivalent.

(vi) A two-year part-time Advanced Certificate course for those who have obtained the first Certificate.

(vii) Courses of all kinds and all standards in individual arts, crafts and other subjects related to industry and commerce, for which there may be a sufficient demand.

14. While it is necessary that in Technical as in other branches of education there should be examinations of some kind, since prospective employers will require some certificate as to the standard which the would-be employee

has attained, it is particularly important that in an activity so closely related to constantly changing needs freedom to experiment as well as to modify both methods of teaching and the contents of courses should be at all costs preserved. It is not less important, particularly in the case of those senior students who will receive this training in Polytechnics rather than Universities, that the Diplomas and Certificates awarded to them on the successful completion of their courses should enjoy all-India recognition and should represent an approximately uniform standard. In the absence of any national institutions or recognised examining bodies capable of satisfying this need the Committee particularly welcome the recent formation of the Association of Principals of Technical Institutions (India). This Association has already done valuable work in the way of establishing national diploma and certificate courses etc. in the main branches of technical and commercial education and of framing syllabuses in connection therewith, and the Committee are of opinion that all the bodies responsible for administering technical education should not merely recognise this body and give it all the assistance in their power but should also look to it increasingly for help and guidance in all matters affecting the future development of technical instruction generally and the conduct of examinations in particular.

15. As in other branches of education, or perhaps even to a greater extent because it is still more or less a new field, the success of any system of technical education will call for the most careful selection of teachers. It is necessary in the case of all teachers that, apart from possessing the required pedagogic ability, they should be in sufficiently intimate contact with the current problems and realities of the world around them to be able to give their methods of teaching a practical character, to humanise instruction and to stimulate and train the emotional as well as the mental faculties of their pupils. The need for such a realistic and intelligent handling of the human material in their charge is even greater in the case of teachers in technical institutions. Such teachers will be of two main types, those for general or cultural subjects, and those for technical subjects. The technical subject teacher must be recruited direct from industry, so that he may be fully conversant not only with the principles underlying the processes of production but also with the practical application of those principles as well as with the actual conditions and problems of industry as a whole. For the general subject teacher it is not, of course, so important that he should have the same first-hand knowledge of industry, but some trade experience is certainly desirable, in order that he may understand both the outlook and methods of industry, and the conditions under which his students have or will have to work and live.

While it is desirable that the teacher of general subjects should have had the normal professional training as well as industrial experience, in the case of teachers of technical subjects such pedagogical training as they may need should normally be provided in the technical institution itself. In the early stages in view of the dearth of qualified teachers, special arrangements will probably be necessary to give teachers of general subjects some experience of industry and commerce as well as to recruit skilled craftsmen into the teaching profession. Until, however, industrial development has proceeded sufficiently far in this country, it will also be necessary to recruit a large number of technical teachers, at least in the higher grades, from among those who have received their training abroad, or alternatively to send suitable Indian teachers abroad for training. For teachers concerned with the more highly specialised or complicated branches of industry dependence on foreign recruitment may remain for some time, though every effort should be made to provide the requisite training facilities in this country.

LIST OF PUBLICATIONS OF THE BUREAU OF EDUCATION IN INDIA.

Serial No.	Name of Publications.	Year of Publication
1	Report on Vocational Education in India (Delhi, the Punjab and the United Provinces). (E. H. L.—34).	1937
*2	Report of the Women's education committee on primary education of girls in India—1936.	1937
*3	Report of the Women's education committee of Central Advisory Board of Education to consider curriculum of Girls' Primary Schools in India.	1937
*4	Report of the vernacular education committee of the Central Advisory Board of Education appointed to consider certain questions connected with the administration and control of Primary education.	1937
5	Report of the First committee of Central Advisory Board of Education appointed to consider the Wardha Education Scheme. (EHL 40).	1938
6	Report of the 2nd Wardha Education committee of the Central Advisory Board of Education. (App. IV of 5th meeting proceedings).	1940
7	Report of the Adult Education Committee of the Central Advisory Board of Education, 1939. (EHL 46) (App. III to 5th Meeting proceedings).	1940
8	Report of the Social Service and Public Administration Committee of the Central Advisory Board of Education in India, 1940 together with the decisions of the Board thereon. (E.C. 6).	1941
†9	Report of the Joint Committee appointed by the Central Advisory Board of Health and Central Advisory Board of Education on the Medical Inspection of School Children.	1941
10	Report of the Scientific Terminology Committee of the Central Advisory Board of Education in India, 1940, together with the decisions of the Board thereon. (E.C.—5).	1941
11	Proceedings of the 6th Meeting of the Central Advisory Board of Education held at Madras on 11th and 12th January 1941. (E.C.—4 VI).	1941
12	Proceedings of the 7th Meeting of the Central Advisory Board of Education in India held at Hyderabad Deccan on 14th and 15th January, 1942. (E.C. 4 VII).	1942
13	Report of the School Building Committee. (E.C. 8)	1942
14	Report of the Uniform Braille Code Committee. (E.C. 7)	1942
15	Report of the Examination Committee, 1942. (E.C. 12)	1942
16	Report of the Expert Committee on a Uniform Braille Code for India with the Braille charts printed in India Alphabets 1942.	1942
17	Proceedings of the 8th Meeting of the Central Advisory Board of Education held at Luoknow (E. C. 4 VIII).	1943
18	Report of the Joint Committee of the Central Advisory Board of Education and the Inter-University Board appointed to investigate the question of the relation of the school leaving certificate Examination to the Matriculation Examination, 1942. (E.C. 9).	1943

* Not published previously, but proposed to be included in future reprints.

†Published by the Central Advisory Board of Health.

LIST OF PUBLICATIONS OF THE BUREAU OF EDUCATION IN INDIA—*contd.*

Serial No.	Name of Publications.	Year of Publication.
19	Report of the Committee of the Central Advisory Board of Education on the Training, Recruitment and conditions of service of teachers. (E.C. 10).	1943
20	Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the recruitment of the Education Officer, 1942 together with the decisions of the Board thereon. (E.C. 11).	1943
21	Report of the Examination Committee	1943
22	Proceedings of the 9th and 10th Meetings of the Central Advisory Board of Education in India held in October 1943 and January 1944 respectively. (E. C. 4 IX & X).	1944
23	Report of the Technical Education Committee 1943. (E.C. 16).	
24	Report of the Text Book Committee, 1943. (E. C. 15)	1944
25	Report of the Examination Committee (Technique of Examinations), 1943. (E. C. 17)	1944
26	Report of the Committee of Central Advisory Board of Education appointed to consider the question of Training, Recruitment and condition of service in Universities, etc. together with the decisions of the Board thereon. (E. C. 22).	1945
27	Report of the Central Advisory Board of Education on Post-War Educational Development in India, 1944. (E. C. 13).	1945
28	Volume containing reports of the Committees of Central Advisory Board of Education. (E. C. 14).	1945
29	Report of the Administration Committee of Central Advisory Board of Education.	1945
30	Proceedings of the 11th Meeting of the Central Advisory Board of Education. (E. C. 4 XI).	1945
31	Report of the Agricultural Education Committee of the Central Advisory Board of Education, 1944. (E. C. 20).	1945
32	Proceedings of the 12th Meeting of the Central Advisory Board of Education held at Mysore in January 1946.	1946
33	Report of the Religious Education Committee of the Central Advisory Board of Education.	1946
34	Development of Higher Technical Institutions in India (Interim Report of Sarkar's Committee).	1946
35	Report of the Committee of the Central Advisory Board of Education on selection of pupils for Higher Education.	1946
36	Report of the Central Advisory Board of Education on conditions of service of teachers.	1946

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9. Report of the Central Advisory Board of Education on <u>conditions of service of teachers, 1946.</u>	123—152

Report of the Examination Committee.

PREFACE.

The Central Advisory Board of Education at their eighth meeting held in January 1943 considered the report of the Examinations Committee appointed by them at their previous meeting. The Board adopted the recommendations of the Committee and decided that they should be forwarded to the Provincial Governments and Local Administrations, States and the Universities for such action as they might consider necessary in the light of the report. The Board further recommended that the Examinations Committee appointed by them with powers to co-opt, should also examine the technique of examinations as soon as relevant materials are collected by the Educational Adviser, and submit a report.

Report of the 'Examinations' Committee of the Central Advisory Board of Education held at New Delhi, on the 23rd and 24th October, 1942.

The Committee of the Central Advisory Board of Education appointed to define the precise scope of the enquiry to be undertaken on 'Examinations' met at 19, Akbar Road, the residence of the Hon'ble Sir Maurice Gwyer on Thursday, the 2nd April, 1942, at 10 A.M. The Committee, in accordance with the power given to them by the Board, decided to co-opt the following members :—

(1) Khan Bahadur Mian M. Afzal Husain, M.Sc., M.A. (Cantab.), I.A.S., Vice-Chancellor, University of the Punjab.

(2) Rajakaryapravina Mr. N. S. Subba Rao, M.A. (Cantab.), Bar-at-Law, Head of the Department of Economics, Allahabad University.

(3) Dr. G. G. R. Hunter, M.A. D.Phil. (Oxon.), F.R.A.I., I.E.S., Director of Public Instruction, Central Provinces.

They further decided to confine the first part of the enquiry to the following questions :—

(i) At what stages in the educational system are external examinations necessary and to what extent can the present number be reduced without impairing educational efficiency ?

(ii) What is the minimum number of internal examinations necessary and at what stages can such examinations be most profitably introduced ?

(iii) What steps can be undertaken to make examinations (both external and internal) more conducive to the all-round mental development of the scholar ?

2. The Committee, as finally constituted, met on the 23rd and 24th of October, in Committee Room 'A', North Block, Imperial Secretariat Buildings, New Delhi. The meeting was presided over by the Hon'ble Sir Maurice Gwyer and the following other members were present :—

(2) Dr. P. N. Banerjee, M.A., D.Sc., Bar-at-Law, M.L.A.

(3) Srimati Renuka Ray, B.Sc. (Econ.), London.

(4) John Sargent, Esquire, C.I.E., M.A., Educational Commissioner with the Government of India.

(5) Rajakaryapravina Mr. N. S. Subba Rao, M.A. (Cantab.), Bar-at-Law, Head of the Department of Economics, Allahabad University.

(6) Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.

3. Khan Bahadur Mian M. Afzal Husain and Dr. G. G. R. Hunter were unable to be present.

Dr. D. M. Sen, M.A., Ph.D. (Lond.), Secretary, Central Advisory Board of Education, acted as the Secretary of this Committee.

4. The agenda and the other papers circulated with it to the members are set out in the Annexure.

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5. In considering the part which external examinations should play in the educational system, the Committee feel it necessary to keep two fundamental factors always in mind. The first is that both the aim and the technique of external examinations as at present conducted have been subjected to serious and valid criticism in recent years but in spite of this a new system which can be accepted as generally satisfactory has not yet been evolved. The second is that an examination of some kind or other whatever its imperfections is the only means of testing the attainments and assessing the progress of pupils, particularly when it is a question of dealing with large numbers. In view of these factors the Committee have no alternative but to agree to the retention of external examinations at the end of certain stages of education but they wish to record their emphatic opinion that the number of such examinations should be reduced to the minimum, especially during the earlier stages of education and that in all cases an examination should be regarded as the servant and not the master of the curriculum. This caveat is particularly necessary in India where schools as a rule tend to be greatly over-examined and where the cramping effects of the examination syllabus on experiment and initiative are only too frequently apparent.

6. In the light of the above considerations the Committee do not favour any general external examinations at the end of the primary stage and they cannot accept as a valid excuse for doing what in their opinion is definitely uneducational the argument that in the absence of an adequate inspectorate, examinations are necessary to keep teachers up to the mark. As, however, the places in the post-primary schools are limited, the Committee recognise the necessity for a selection test at the end of this stage, *e.g.*, for the age-groups between 10 and 12 so as to enable suitable pupils to be chosen for admission to the higher stages of education.

7. In view of the tender age of the examinees and the serious effect which success or failure in this test may have on their future career its character requires the most careful consideration. It may be agreed that capacity and promise rather than attainment should be its main objective and that standardised psychological tests as well as the most modern psychological technique will have to be employed in designing it. Since there is always the risk that children of real ability at this age may fail to do themselves justice at an examination, however skillfully devised, full weight should be given to the candidate's school record in making the final selection. The Committee are of opinion that in the public system of education the selection at this stage of pupils for higher education will become so important that the best means of doing it should receive the same expert consideration in India as it has been receiving for some time past in Western countries. There should also be another test for pupils of 14+, so that the "Late Developers" may not be barred from facilities of higher education.

8. On general grounds the argument against external examinations at the primary stage applies also at the middle stage where there should be a variety of courses suited to the individual needs of the pupils in relation to their immediate environment. A further argument lies in the fact that there are serious difficulties in the way of conducting an external examination of a large number of pupils in those practical subjects which ought to be the basis of the curriculum in the Middle or Senior Basic School. The introduction of an external examination will be bound in the Committee's opinion to divert these schools from their proper objective and to deprive their teachers of freedom to experiment. The Committee appreciate that in the case of Anglo-Vernacular Middle Schools which do not form part of High Schools the practical difficulties in the way of conducting an external examination will be much smaller. Apart, however, from such special tests as may be required for admission to High schools the Committee do not regard an external examination in this case either as necessary or desirable. Any demand on the part of parents or prospective employers for a leaving certificate for pupils who finish their full-time education at the middle stage should be met by the issue of a certificate based on a balanced assessment of character and progress throughout the later stages of the school career rather than an isolated performance at a mass examination.

9. In regard to the high school stage the Committee are unanimous that there should be only one external examination. This should take place at the end of this stage and should be called the High School Certificate Examination. The Committee endorse in this connection the recommendations of the Joint Committee set up by the Central Advisory Board of Education and Inter-University Board.

"The Committee considered it desirable on educational, economic and administrative grounds that there should be only one examination at the end of the high school stage and that this examination should be of such a character as to suit those pupils who will enter employment on leaving school as well as those who intend to proceed to a University. The Committee were in general agreement that the object of this examination would be to provide a qualifying test for admitting students to their further courses of studies as well as a test of the work done in the schools. The Committee, therefore, came to the conclusion that an examination with only a limited range of subjects, e.g., Languages, classical and modern History, Geography, Mathematics and Science, cannot satisfy the reasonable requirements both of pupils who will proceed to a University and of those who will enter a profession at the end of their school career.

"The Committee next considered what should be the minimum contents of an examination designed with the two-fold purpose of testing (1) the satisfactory completion of a course suited to the requirements of those who will pass directly from high schools to occupations of various kinds and (2) the suitability of those who desire admission to a University or an equivalent course of study. Opinion was general that it was desirable to prescribe a uniform range of subjects both for the School Leaving and the Matriculation and that the regulations should be so framed as to encourage some degree of specialisation towards the end of the high school stage."

10. The Committee gave specially careful consideration to the function of external examinations at the University stage. They found themselves strongly in favour of the three-year degree course as recently adopted by the Delhi University, because in their opinion it is the obvious way of achieving two highly desirable objects: it will at once raise the general standard in High Schools and at the same time relieve Universities of a mass of immature students who should still be at school. The Committee recommend only one external examination to

be held at the end of the three-year degree course. They realise however, that so long as some Universities retain Intermediate courses some form of external examination may be necessary at the end of the first year of the 3 years degree course for those pupils who may desire to transfer to such Universities, and recommend that this aspect of the matter should be the subject of Inter-University discussion. They also considered sympathetically a suggestion that so long as English remains the medium of instruction at Indian Universities students should be required to pass a qualifying test in English as evidence that they were not incapable of understanding what they were being taught. It was, however, recognised that there would be Universities where in the near future it might not be possible to adopt the three-year degree course and the current practice of four-year degree course would have to be continued. In these cases the Committee accept the necessity for the retention of two external examinations, *viz.*, Intermediate and Final, as at present.

II.

11. The Committee next proceeded to consider the question of internal examinations at the different stages of school education. Opinion was general that here also there should be as few of these as possible. Internal examinations in the middle of the school year should be eliminated. At the most there should be one internal examination at the end of each year of the primary course. This should be a simple test supplemented and, if necessary, moderated by the teacher's opinion and the school record of the individual pupil. Class promotion at this stage should be determined more by the general performance throughout the year than by a single examination result.

12. In the middle stage also there should be similar annual tests supplemented in the same way by the teacher's opinion and the pupil's record. At the end of the middle course, however, as recorded above there should be no external examination, though there may be a comprehensive internal assessment of the work done by the pupil. The Committee also agree that in a high school there should only be an internal test at the end of each academic year to measure the progress of the pupils during the year. The Committee are of opinion that promotion to higher classes should be determined at this stage also by the general performance of the pupil rather than by any one examination result. The Committee recommend special consideration for marginal cases in connection with class promotion. The Committee have reason to believe that the prevalent promotion system is far from satisfactory and they feel that there is a good deal to be said in favour of grading by age groups particularly in the lower stages. They appreciate however that classification according to age group would only be possible in an area where compulsion has come into force and the mentally and physically handicapped have been separately provided for.

13. At the University stage also the Committee recommend that there should be only one internal examination at the end of each year. While the need for some stimulus of this kind is admitted the Committee deprecate the retention of students in the same class for a second year except in very special circumstances. The ordinary discipline of the University or college should be adequate to secure that students apply themselves to their studies with sufficient diligence and the matriculation test should eliminate those who are incapable of proceeding to the degree stage at the normal pace. The Committee feel that students at the college stage should be left as free as possible to work according to the plan which they themselves may make in consultation with their tutors.

III.

14. The Committee finally turned their attention to the steps that should be taken to make examinations, whether internal or external, more conducive to the all-round mental development of the scholar. The Committee appreciate that

this question is connected with that of examination technique about which they have asked the Educational Commissioner to collect information from other countries ; and they feel that it will be sufficient at this stage if they make some very general recommendations. Nearly all examinations have a double function; retrospective in so far as they aim at assessing the candidate's previous achievement, prospective, in so far as they estimate his fitness to benefit by further education or to enter some particular employment. The relative importance of these functions naturally varies at different stages. For instance, selective examinations for entrance to a High School or University stage are mainly prospective ; whereas in a 'leaving' examination at the end of the middle or high school stage the purpose becomes largely retrospective. If the object of the examination is clear in the mind of the examiner the strain on the examinee will be reduced and the chances of a fair result increased. The Committee also realise that the fact that in the higher stages of education students are not only taught but are also examined in what is a foreign language constitutes a further strain and they suggest that the question whether examinees should not be given the option of answering examination questions in their mother tongue merits further consideration.

15. It is suggested that all examinations, internal as well as external, should wherever possible be held at the end of the cold season. The Committee also recommend that the length of any examination for children of primary school age should not extend beyond two days and that the papers set should be short. Examinations in the middle stage should not last more than four days and as far as possible there should be no gap between the days of examination. The length of the external examination at the high school stage will be very largely determined by the number of subjects that a candidate offers ; internal tests should be as simple as possible. As regards the duration of the external examination the Committee think that the programme should be so arranged as to enable a candidate to complete his examination within a week.

16. At the University stage the Committee consider it reasonable that to test the attainment of a candidate in an Honours course there should be eight or ten papers of three hours each. Even at this stage gaps in between examination days are clearly undesirable. For post-graduate degrees which are not awarded on theses, the Committee consider only one examination necessary at the end of the course the number and length of the papers being the same as that of the Honours Course.

IV.

17. The Committee's main conclusions and recommendations may be summarised as follows :—

(1) That the number of external examinations which may be necessary to obtain at the end of certain stages of education should be reduced to a minimum. In all cases an examination should be regarded as the servant and not the master of the curriculum.

(2) That there should not be any external examination at the end of the primary stage but there may be a selection test at the end of this stage, e.g., for the age-groups between 10 and 12 so as to enable suitable pupils to be chosen for admission to the higher stages of education.

(3) That there should be another test for pupils of 14+, so that the 'Late Developers' may not be debarred from facilities of higher education.

(4) That apart from such special tests as may be required for admission to high schools, external examination at the end of anglo-vernacular middle school is neither necessary nor desirable. Any demand for a leaving

certificate should be met by the issue of one based on a balanced assessment of character and progress throughout the later stages of the school career.

(5) That at the end of the high school stage there should be only one external examination to be called the High School Certificate Examination.

(6) That there should be three-year degree course as recently adopted by the Delhi University, and only one external examination at the end of this course.

(7) That in the event of some universities retaining the Intermediate courses, two external examinations, Intermediate and Final, will be necessary. But for students desiring transfer to universities with three years degree course, some external examination may be necessary at the end of the first year of the course. This aspect of the matter should be the subject of Inter-University discussion.

(8) That the class promotion at the primary stage should be determined more by the general performance throughout the year than by a single examination result which should be given only once a year at the end of each year of the course.

(9) That like-wise in the middle and high stages, there should be only annual tests supplemented by the teacher's opinion and the pupil's record. In connection with class promotion special consideration should be had for marginal cases.

(10) That in the university stage also there should be only one internal examination at the end of each year. No student should be retained in the same class for a second year except in very special circumstances.

(11) That owing to the fact that in the higher stages of education students are not only taught but are also examined through the medium of a foreign language, the strain on the examinees is great, the question whether the examinees should not be given the option of answering question papers in non-language subjects in their mother tongue merits further consideration.

(12) That all examinations internal as well as external should wherever possible be held at the end of the cold season.

(13) That the length of any examination for children of primary school age should not extend beyond two days and the papers set should be short; for middle stage it should not take more than four days. There should be no gap between the days of the examinations.

(14) That external examination at the end of high school stage should be completed within a week.

(15) That for an Honours Course examination, and for post-graduate, not awarded on theses, there should be eight to ten papers of three hours each.

ANNEXURE.

(a) Extract from the proceedings of the seventh meeting of the Central Advisory Board of Education held at Hyderabad (Para. 22—Item XV—on pages 13-14 of printed proceedings).

(b) Memorandum on Examinations by Dr. Sir Zia-ud-Din Ahmad circulated to the members of the Board in connexion with item XV of agenda of the seventh meeting of the Board (pages 94-103 of printed proceedings).

Report of the Examinations Committee of the Central Advisory Board of Education on the technique of examinations, 1943.

PREFACE.

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., the Chairman of the Examinations Committee, who had been asked to submit a further report on the technique of examinations, placed before the meeting the recommendations of this Committee. The Board were of the opinion that in the present state of development of the system of education in this country it may not be practicable to adopt symbolic marking in stages of education below that of B.A. (Hons.) course. They, therefore, recommended the retention of numerical marking, for the present, below that stage. They also wished to stress the principle set out by the Committee that in any test or examination with the object of selecting people for higher stages of education, the main emphasis should be on the native intelligence of the scholar rather than on his achievements. Subject to the above comments, the Board endorsed the recommendations submitted to them and directed that they should be forwarded to the Provincial Governments, etc., for their consideration.

1. The Committee of the Central Advisory Board of Education appointed to define the scope of the enquiry to be undertaken in regard to examinations decided at their meeting on the 2nd April 1942, that the enquiry should be divided into two parts—

A. (i) At what stages in the educational system are external examinations necessary and to what extent can the present number be reduced without impairing educational efficiency ?

(ii) What is the minimum number of internal examinations necessary and at what stages can such examinations be most profitably introduced ?

(iii) What steps can be undertaken to make examinations (both external and internal) more conducive to the all-round mental development of the scholar ?

B. The technique of examinations.

The first part of the enquiry has been completed and the Committee's report has been already published.

2. At their special meeting in Dehra Dun the Board appointed additional members to the Committee. The Committee, as finally constituted met at New Delhi on the 24th and 25th November 1943. The following members were present :—

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University (*Chairman*).

W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

Dr. P. N. Banerjee, M.A., D.Sc. (Lond.), Bar-at-Law, M.L.A.

Rajyasevapravina Dr. C. V. Chandrasekharan, M.A. (Oxon.), D. Litt., F.R.H.S., Pro-Vice-Chancellor, University of Travancore.

Khan Bahadar Mian M. Arzai Husain, M.Sc., M.A. (Cantab)
A.S., Vice-Chancellor, University of the Punjab.

Srimati Renuka Ray, B.Sc. Econ. (Lond.), M.L.A.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the
Government of India.

W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction
United Provinces

Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-
Chancellor, Aligarh Muslim University.

Dr. W. A. Jenkins, C.I.E., D.Sc., I.E.S., Director of Public In-
struction, Bengal, was unable to attend.

3. The Agenda considered by the Committee was as follows :—

I. To consider what general changes are desirable in the method of
conducting examinations in this country, whether external or internal.

II. To consider how far modern psychological, (i.e., intelligence
aptitude, etc.,) tests standardised in this country could be incorporated
in examinations at different stages of education.

III. To consider how far an examination to assess the achievement
of a candidate could be distributed over different parts of the school or
college career.

IV. To consider what should be the technique for the selection test
recommended at the end of primary stage.

(a) at 11+

(b) at 13+ for "late developers".

V. To consider the technique of the special selective test, if any, for
the purpose of admission to technical high schools.

VI. To consider the nature of an external examination at the end of
the high school stage.

(i) for a High School Leaving certificate,

(ii) for the purpose of admission to a university or higher techni-
cal and professional institutions.

VII. To consider the technique of the examination for the purpose
of admission to—

(i) a training school.

(ii) a training college.

VIII. To consider the technique of examinations in universities at
the end of—

(a) a degree course.

(b) post-graduate stages.

IX. To consider if it is desirable or practicable to introduce the com-
partmental or supplementary system of examination into the external
examinations at post school stages.

X. To consider any other matter that may be raised in the meeting
with the permission of the Chairman.

The papers circulated with it to the members of the Committee will
be found in annexures.

4. Before proceeding to discuss the items on the agenda, the Committee gave their attention to certain general issues. They noted the sustained criticisms of the reliability of examinations which have been made by leading educationists in recent years. It is said that examinations of the type common in India have often shown themselves to be injurious to the health of the pupils by causing over-strain and consequent nervous disorders, and that instead of remaining an auxiliary to the education system they have tended to become an end in themselves. By encouraging cramming they do not only waste time but also are inimical to original thinking and research. Apart from such positive defects it is said to be open to doubt whether their actual results indicate with sufficient precision the standard of the attainments of the examinees let alone their intellectual capacity or promise. Marking is dominated by subjective factors and there is evidence to suggest that in spite of the recent safeguards adopted as a result of scientific investigation examinations of the normal type still fail to eliminate the defects referred to above. The Committee agreed that the ultimate objective to be kept in view is the creation of more technically accurate, reliable and valid types of examinations, which should both eliminate subjective variations and establish objectively measurable standards. The process will involve elaborate research and co-ordinated experiments all over the country and it may take the national education system some time to evolve the types of examination, which will be most conducive to the all-round mental development of the scholar. Meanwhile, however, the committee are of opinion that they cannot do better than to lay down certain principles.

(i) Examination results are the common ground on which parents, pupils and teachers in this country often meet. Without exploring in detail the merits and demerits of various types of marking the Committee believe that symbolic marking is the most satisfactory method of determining whether a candidate or a group of candidates has reached a certain level of efficiency. The Committee realise that examination results are often used for the award of public scholarships and for other purposes for which an order of merit is necessary. The Committee are of the opinion that though it may be necessary to allot numeral marks or produce an order of merit in the top group of candidates, attempts to arrange all candidates in order should be avoided wherever possible. In the normal course, for grading the achievements of examinees it would be sufficient if they were graded into three or four main groups. While the majority of the members were in favour of the adoption of symbolic marking, a few were desirous of retaining numeral marking in the case of papers in mathematics and the exact sciences.

(ii) It is desirable that every examining authority should set up Boards for moderating examination papers set by individual examiners. In the case of a University, the Board should consist of a chairman and an external and an internal examiner.

(iii) With a view to reducing the subjective factor as far as possible, the Committee consider it most desirable that all answer books should be marked separately by two examiners and in case of disagreement the answerbooks should be referred to the chief examiner. The Committee appreciate that in the present circumstances it may not be feasible to

adopt the suggestion at the school stage where the number of examiners is very large, but they see no reason why this practice could not be adopted forthwith at all stages after Matriculation.

The moderation of *marks* by any outside moderating Committee is greatly to be deprecated; but where in the case of any particular examiner or any particular paper striking discrepancies are manifest, a University (or other examining authority) may properly cause further inquiry to be made.

(iv) Apart from the proposed agencies for ensuring moderation of papers and standardisation of examination results as a whole, it is desirable that every examining authority should appoint a permanent official of professional rank, with adequate knowledge and experience of the various examination techniques to enable him to advise the authorities concerned in regard to the results of current examinations and to improvements that could be effected in the light of the experience gained in this country or abroad.

(v) The utmost care should be taken in preparing lists or panels of examiners: the selection should be based on merit alone. The Committee therefore, emphasise the point that Boards of Studies should spare no pains to prepare lists of the best men available in each subject and the panel should be approved by the Vice-Chancellor or the relevant authority in this behalf. The Committee were strongly of the opinion that there should not be any appreciable difference in the qualification of the examiners. Once panels have been formed the following method for selecting the individual examiners are recommended:—

(a) the final selection should be made by drawing lots, or

(b) the final selection should be in the hands of a committee consisting of the Vice-Chancellor, a member of the Academic Council and a member of the Executive Council (or the corresponding bodies), either nominated or elected, as the authorities may decide though the Committee's own opinion is in favour of nomination by the Vice-Chancellor or,

(c) the final selection may be made by rotation—those at the top giving way to those below, after they have served for a prescribed period.

The Committee are of the opinion that examiners should not, in the normal course, be allowed to examine continuously in the same subject for a period exceeding three years though they might become eligible for reappointment after a reasonable interval.

(vi) Methods of selecting text-books have at times an unhealthy influence on examinations and the Committee are glad to note that the Board are having this issue examined separately. They wish however to suggest that in case where text-books written by a member of the university are prescribed for examination purposes, the approval of the Vice-Chancellor as well as of the Boards of Studies should be required.

(vii) The Committee's attention has been drawn to the difficulties which arise when an examining authority as in some of the affiliated universities has to deal with too large a number of students. This often results in undue delay in publishing results. Even in the largest examinations, results ought to be declared within two months from the date

the examination : steps should be taken to impress on all examiners the need for punctuality and despatch.

The suggestions made above are those most likely in the opinion of the Committee to effect immediate improvements in the current method of conducting examinations in this country. They are, however, conscious that their suggestions are only applicable to the transition period and that drastic changes may be necessary to meet the requirements of a comprehensive national system of education at a later stage.

5. The recent criticisms of the conventional type of examination, have been accompanied by a move to formulate more reliable and objective standards of assessment. The new methods, the evolution of which was made possible by the techniques already established for the development and standardisation of intelligence tests, are being increasingly used now-a-days in Western countries to test attainments in all subjects of the curriculum at any level of instruction. The new type of test is considered superior to the old form of examination for a variety of reasons. Among those the following may be mentioned :—

(i) Subjective factors in the examiner such as bias, personal opinions and temperament are reduced to a minimum.

(ii) It is statistically more reliable in so far as scores of two equivalent new tests given to the same pupils are found to agree more closely than in the old type.

(iii) It is more comprehensive because it includes wide sampling of the subject of the examination and to that extent it is also more reliable.

(iv) It is easily administered and marked, with economy of time and effort for both examiners and pupils.

(v) The results can be interpreted more easily and used for specific purposes, e.g., detecting deficiencies in pupils.

The function of an examination is not merely to divide the school population into passes and failures but to aid in discovering the right sort of education for each pupil. The success of an educational system today tends to be measured not in terms of the percentage of examination distinctions or passes but by the degree to which it has been able to discover the abilities and the needs of children and has provided for them the particular type of education by which they are most capable of profiting. The Committee are of the opinion that as these new techniques have proved their efficacy beyond all doubt at all school stages every attempt should be made to devise and standardise them for use in this country so that they may supplement and ultimately replace the old types of Examination. Whether, however, the new technique will prove equally efficacious beyond the High School stage is a matter still open to doubt.

6. The Committee then considered how far an examination to assess the achievements of a candidate could or should be distributed over the different parts of his career. As far as external examinations are concerned, the Committee have already given consideration to this question (see recommendations 12—15, Part I of the Report, p. 6 *ante*). As it is desirable to take into account carefully prepared school records it is obvious that such an assessment must continue to be made throughout

the school career of a candidate. The degree of reliability of a cumulative school record will necessarily vary in direct ratio to the quality of the teachers employed and the Committee are of the opinion that until the improved type of the teacher envisaged by the Central Advisory Board of Education is actually in the schools, school records may have to be treated with caution.

7. Admission to high schools has never been selective in this country and it will, therefore, be necessary to give very careful consideration to the technique of the selective process at this stage, if and when selection becomes general. With the introduction of a compulsory and universal system of primary education there will be an unprecedented increase in the number of children seeking admission to High Schools. This will necessitate some positive type of test by which abilities and aptitudes of the pupils can be ascertained with sufficient precision. The Committee are of opinion that selection at this stage, i.e., about the age of eleven should be based on a careful scrutiny of candidates' previous school records with due regard to their probable reliability and of their performance at a test designed and conducted by experts. Every effort should be made to guard against children of real promise being excluded through stage of right, illness or any other cause from the chance of going to a High School. Whatever the procedure adopted—and regard may usefully be had to the experiments already conducted in other countries—the general control should be in the hands of a Board of Examiners specially constituted for the purpose and presided over by a very senior officer. For the "late developers" at the age of thirteen or fourteen the technique of selection should generally be the same as at the age of eleven.

8. With regard to the mode of selection for the purpose of admission to a Technical High School, the Committee considered that the methods suggested for ordinary high school should generally be followed, though special stress will have to be laid on the aptitude tests, with a view to ensure that the selected candidates possess the requisite practical ability.

9. With regard to the nature of the external examination at the end of the High School stage, the Committee are in general agreement with the recommendations made in 1942 by the Joint Committee of the Central Advisory Board of Education and the Inter-University Board on the relation of Matriculation to the School Leaving Certificate Examination (c.f. the Joint Committee's Report*—pp. 1 and 2). The Committee wish, however, to point out in this connection that the principal cause of the over-academic nature of the high schools in this country has been university Matriculation requirements combined with the popular demand for a Matriculation certificate even for those pupils who do not intend to enter a university. Since under a national system of education only a small percentage of High School students will proceed to universities, there will be still less justification for the curriculum, methods of instruction for the others being determined by the requirements of the

*Report of the Joint Committee of the C.A.B. of Education and the Inter-University Board appointed to investigate the question of the relation of School Leaving Certificate Examination to the Matriculation Examination 1942.

prospective university students. The Committee hope that both educational and examining authorities concerned with High Schools will bear this important consideration in mind both in devising courses and methods of study and in formulating examination techniques.

The Committee also wish to emphasise the need of adequate provision for practical examinations at this stage. As practical examinations are relatively more expensive for the large examining authorities, the Committee apprehend that there may be a tendency to avoid them, but they are emphatically of the opinion that if the school curriculum is to be sufficiently varied to satisfy the wide range of interests of the High School population the technique of examinations at this stage must provide for practical tests in subjects like arts and crafts, music and domestic and other applied science.

10. For the purpose of admission to Training Schools, the Committee recommend the following procedure. Pupils who wish to become teachers should be picked out during the last two years of their high school course. They should be kept under observation by heads and inspectors and given the opportunity of visiting other schools and trying their hands at actual teaching. Doubtful cases may be sifted by this means. This system has the advantage of ensuring that intending teachers before being admitted to Training Schools will have shown at any rate some signs that they are likely to make good.

For admission to Training Colleges candidates should register their names while they are still studying for the Degree examination. During the long vacation prior to their admission to the Training College they should be required to do not less than a fortnight's teaching practice. The Head of the school in which they teach should send a report on their promise as teachers to the Principal of the Training College. The candidate should then be interviewed by the Principal of the Training College and his Committee. The technique of selection should take into consideration—

- (i) the College record of the candidate,
- (ii) the report of the Head Master of the Practising School, and
- (iii) the result of the interview by the Principal of the Training College.

The Committee hope that some of the tests now being evolved by the Officers' Selection Board may in due course be adopted with necessary modifications for selecting intending teachers.

11. With regard to the technique of examinations at the University stage, the Committee are of the opinion that it is not possible to effect improvements piecemeal. They are convinced that there cannot be any substantial progress unless and until the standard of instruction is appreciably raised. To secure this the primary requisite is that the conditions of service of teachers should be improved and a definite ratio should be laid down between the number of students under instruction and of teachers. The tutorial system that is, private instruction of students in small groups—the smaller the better—should also be adopted by all Universities, and the number of lectures reduced, in order that students may learn better how to teach themselves. During class teaching,

teachers should be encouraged to give explanation in the mother tongue when students fail to grasp the lecturer's meaning on account of their inadequate knowledge of the English language. Additional provision for teaching English at the initial stage of the University course will be necessary so long as English remains the medium of instruction.

As far as M.A. and M.Sc. examinations are concerned, the Committee are generally of the opinion that these post-graduate degrees should as a rule be awarded on the results of an examination and not on a thesis. It is not considered necessary, however, to lay down any rigid rule as there may be some subjects where the assessment may usefully be made partly by examination and partly by thesis.

Doctorates should alone be awarded on thesis or on work already published.

The Committee recognise that their suggestions can scarcely be carried out unless larger grants are forthcoming from official sources. They are of the opinion that much of the teaching at the present day is valueless or more or less valueless because of the lack of the provisions they have pointed out. Government should therefore be urged not only to increase their grants but also to attach such conditions to them as will secure what the Committee have in view.

12. The Committee noted that most universities have adopted the compartmental system of examinations. They are themselves in favour of its introduction or retention at the following stages and on the following conditions.

(i) *Matriculation*.—As pupils at this stage are required to take a considerable variety of subjects, a candidate should be given a further chance if he fails in one subject, provided his score therein is not below 25 per cent. of the maximum and his attainment in other subjects is definitely satisfactory—say 40 to 45 per cent. of the total marks as the case may be.

The Committee also recommend a similar compartmental system at the Intermediate stage so long as those examinations continue.

(ii) *B.A. (Pass)*.—Compartmental examinations are already in force in most Universities and their retention is favoured by the Committee.

(iii) *Honours and Post-graduate*.—It is not considered desirable to make any such provision in the Honours and the higher University examinations.

The compartmental examination should take place within a period of not less than three months from the date of the original examination or at the latest just before the beginning of the next academic term.

The Committee are also in favour of holding supplementary examinations in all subjects for those candidates who have failed to appear at an examination for adequate reasons, which are to be determined by the authorities concerned. Compartmental examinations may be combined with supplementary examinations for the sake of economy and administrative convenience.

13. The Committee wish to reiterate that the practice of stretching out examinations over a substantial period of time in order to afford intervals in which candidates may refresh their memories for papers still to come is greatly to be deprecated. In their view no examination ought to extend over a longer period than one week, unless it is absolutely impossible to make the necessary arrangements.

14. In conclusion the Committee wish to record their keen interest in the development of the tests that are now being devised and used by the Officers' Selection Boards, under the Selection of Army Personnel Directorate. They hope that all the educational and employment authorities will keep themselves in close touch with these experiments and adopt the tests devised as far as practicable as soon as they are standardised for use in this country.

ANNEXURE I.

NOTE PREPARED BY THE SECRETARY, INTER-UNIVERSITY BOARD, INDIA, ON THE COMPARTMENTAL SYSTEM AND SUPPLEMENTARY EXAMINATIONS.

The principle underlying compartmental examinations is that if a candidate fails in one of his subjects by a few marks only, but at the same time attains a fairly high degree of efficiency in other subjects, he should not be burdened with sitting for the examination in those subjects in which his efficiency has been definitely proved. Most of the Universities allow compartmental examinations on conditions, but discourage compartments for Honours, and even those few which allow compartments in Honours do not admit a candidate who has passed his examination by compartments to an Honours Degree. The practice with regard to the aggregate and the minimum number of marks for the failed subject varies in different Universities and for different examinations. There is a variation also with regard to the minimum marks allowed for the purposes of compartments in different examinations, and generally the minimum so allowed in the case of Professional Examinations is higher than in the case of B.A. and B.Sc., which itself is higher than that allowed for the Intermediate. There are further variations, but for the purpose of enunciating the line of greatest agreement, they need not be taken into account.

It seems that the system of having compartments is a salutary one because a student who has proved his efficiency in certain subjects by a fairly high standard of marks should not be forced to sit for such subjects again, provided he had failed only by a few marks in just one subject. The question of Supplementary Examinations is closely allied with the Compartmental system in a number of Universities most of which allow only those candidates who have qualified for compartments to sit in the Supplementary Examinations. There are some Universities who have no Supplementary Examinations at all, and this either for financial reasons or else because they wish to discourage failed candidates from sitting again and again for the same examination without sufficient time at their disposal to prepare their subjects or owing to other practical difficulties. Merely financial reasons should not come in the way of the institution of Supplementary Examinations as University education itself is an expensive department and failed candidates may perhaps be charged higher fees so as to make Supplementary Examinations self-sufficient. The second point is worth consideration and there is a wide difference in the practice of various Universities in the matter. I myself have a feeling that only those students should be allowed to sit in Supplementary Examinations who have got at least 25 per cent. marks in the subject in which they have failed but have at the same time attained a high standard in the aggregate.

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On the whole the following seems to be the line of greatest agreement between the Universities.

1. A candidate must sit for the whole examination in the first instance ;
2. If he fails in one subject only and secures not less than 25 per cent. in the failed subject in the case of Arts and Sciences and 35 per cent. in the case of Professional Examinations and at the same time has passed in the remaining subjects by securing not less than 40 per cent. in the case of Arts and Sciences and 50 per cent. in the case of Professional Examinations in the aggregate, he may appear in the failed subject only at a subsequent examination ;
3. No compartments may be allowed in the case of Honours and other higher degree examinations ;
4. Supplementary Examinations should be held about six months after the annual examination in order that the candidates who have qualified themselves for appearing in compartments might be able to appear in the test then ;
5. No class or distinction should be awarded to the candidates who have passed their examinations by compartments.

ANNEXURE II.

SUMMARY OF REPLIES RECEIVED FROM CERTAIN UNIVERSITIES REGARDING COMPARTMENTAL AND SUPPLEMENTARY EXAMINATIONS BY THE SECRETARY, INTER-UNIVERSITY BOARD, INDIA.

1. *Agra*.—In this University a candidate has to sit for the whole examination in the first instance.

2. If a candidate fails in one subject only and secures not less than 25 per cent. in the failed subject and 40 per cent. in the aggregate of the remaining subjects, he may appear in the failed subject only at the subsequent examination only.

3. No compartment is allowed in the case of M.A. examinations. There are no Honours Examinations in this University.

4. The question of holding Supplementary Examinations is under consideration of University bodies.

5. No class is awarded to candidates passing by compartments.

Allahabad.—Students are permitted to appear compartmentally at the Examinations of this University as in the following Ordinance :

“ Any candidate for the B.A., B.Sc., B. Com. Examination who has failed in one subject only, obtaining not less than 25 per cent. in that subject and has obtained 40 per cent. of the aggregate number of marks allotted to the remaining subjects, shall be admitted to the examinations of the following year in the subject in which he failed, and if he passes in that subject, he shall be deemed to have passed the examination. The fee for such an examination shall be prescribed by the Executive Council.” (A fee of Rs. 15 for each subject has been fixed, *vide* Executive Council Resolution No. 302, dated December 15, 1923.)

On comparing the terms of the scheme contained in your letter with the rules already in force in this University it will be seen that there is substantial agreement. The University, however, does not hold supplementary examination.

Andhra.—Recorded.

Annamalai.—The University is agreeable to points 1, 3 and 4 embodied in the draft scheme proposed while they consider that the present practice should continue in respect of points 2 and 5 of the draft scheme.

The Regulations of this University do not either restrict the number of subjects in which one should fail or prescribe a minimum percentage of marks in the failed subject as suggested to qualify for taking the supplementary examination. Under the present Regulations there is no bar either on candidates passing the examination, by compartments to secure a class or distinctions in the subjects of the examination.

1. *Bombay*.—In this University a candidate is required to submit his application for admission to the entire examination, but there is nothing to prevent a candidate from answering a few of the papers and not all ;

2. The system of examination in this University does not provide that an unsuccessful candidate in order to be entitled to appear, in the subject in which he fails at a subsequent examination, should obtain a certain minimum numbers of marks in the subject in which he had failed.

3. As a rule candidates are not allowed to pass the examination in compartments at the Honours and other Degree Examinations, except at the B.Sc. Examination where the University itself permits candidates to take the Subsidiary Examination separately from the Principal Examination, and except candidates for the B.A. Honours Degree who are given exemption either from Compulsory English or from the Optional subject, if they have secured exemption marks in either of these. In such a case, however, a higher percentage is insisted on for the Honours Degree.

4. Supplementary examinations are held in the month of October, but admission to these is not restricted to candidates who have once appeared and qualified themselves for appearing in compartments. Any candidate who has kept the required attendance and completed the course of study is permitted to appear for these examinations. The B.A. Honours and the B.Sc. Principal Examinations are not held in October.

5. As a rule, no class or distinction is awarded to a candidate who passes in compartments. There is, however, an exception in the case of the B.Sc. and the B.A. (Honours) Examinations as already pointed out in paragraph 3 above.

This University does not propose to make any alterations in the aforesaid scheme of Compartmental and Supplementary Examinations.

Madras.—It will not be possible to have a uniform policy as so much depends upon local circumstances, subjects for study and standard of examinations in the area. The system followed in the University has worked well and there is no need to disturb it.

1. *Mysore*.—This is done in this University.

2. (i) There is exemption in a single subject in Medical and Engineering Examinations.

(ii) Compartmental Examinations are being conducted in the case of I.A. and I.Sc. and B.A. and B.Sc. Degree Examinations.

3. There is no compartmental pass in Honours and M.A. examinations.

4. Supplementary examinations are held for (i) Intermediate (ii) L.M.P. (iii) Final M.B. and Part III of Second M.B., B.S. It is not possible to extend this principle to Arts, Science and Engineering Degree Examinations.

5. This is in vogue in this University.

Nagpur.—This University is in complete agreement with the points mentioned in the concluding paragraph of your letter under reference, with the exception of 4 regarding advisability of holding Supplementary Examinations.

Necessity for holding supplementary examinations about six months after the annual Examination is not keenly felt as provisions have been made in the Ordinances to the effect that Compartmental candidates at the Intermediate and other preliminary examinations are permitted to join a college, under certain conditions, for receiving the required instruction for the degree course. The purpose of holding Supplementary Examinations is partially, if not wholly served. Further, the scheme is likely to entail extra expenditure which, under the present financial conditions, cannot be ordinarily met.

The Punjab.—The rules of this University conform with items one and three mentioned in the concluding paragraph of your letter. Regarding item two, for all practical purposes our system is in line with the plan indicated by you, our scheme being as follows :—

If a candidate fails in one subject only and secures :—

Inter	B. A., B. Sc.	Law	Medical.
25%	25%	25%	40%

in the failed subject and at the same time has passed in the remaining subjects by securing not less than

40%	45%	50%	50%
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in the aggregate, he may appear in the failed subject only at a subsequent re-examination.

Regarding item four, our supplementary examinations are held about five months after the annual examinations. This is due to the complications which arise by late admissions to colleges.

Regarding item five, we show division in the certificates of candidates who pass by compartment. If and when you make a definite recommendation for adoption of a general scheme by all the Universities, the matter will be brought before the various Faculties concerned, with a view to adopt the same system to ensure uniformity.

Travancore.—It was after very careful consideration of all the aspects of the question that this University decided that there should be no 'compartmental passing' for the Intermediate, the B.A. (Honours) and B.Sc. (Honours), the Orient Titles and the professional examinations, and that a supplemental examination need be held only for the Intermediate. In the opinion of the Syndicate, the working of the system of compartmental and supplemental examinations in other Universities has shown that they lead inevitably, though perhaps imperceptibly, to deterioration of academic standards. The Syndicate is not, therefore, in favour of any change in the present system of compartmental and supplemental examinations adopted in this University.

For certain professional courses like Engineering, University Examinations are held at the end of each year's course and the marks secured by the candidates each year are carried forward to the next year; thus the benefits of the compartmental system have to some extent been made available to the candidates without detriment to the maintenance of high academic standards.

Report of the Text-Books Committee of the Central Advisory Board of Education, 1943.

PREFACE.

Mr. W. H. F. Armstrong, C.I.E., the Chairman of the Committee appointed by the Board to investigate the ways and means for improving the Planning, Production and Supply of Text-books, presented to the Board at their meeting in January 1944, the Report of the Committee. After careful consideration, the Board adopted the recommendations of the Committee and decided that it should be forwarded to the Provincial Governments, Local Administrations, etc., for their opinion and necessary action.

At their eighth meeting held in January 1943, the Central Advisory Board of Education had under consideration the following resolution submitted by Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University:—

“Parents have been complaining of frequent changes and the high prices of the text-books which substantially increase the cost of education. The text-books are often written not by experts but by persons whom the publishers could conveniently engage on small remuneration. The publishers could get their books recommended more by propaganda among the members of the Text-book Committee than on the merit of the books. It seems desirable that copyright of the books approved by the Text-book Committee should be purchased by the Government and like standard classical works, they may be printed and published by any firm. The maximum price of these books should also be fixed by the Government. The books prescribed should not be changed for at least three years.

“I will like to propose that the Central Advisory Committee may appoint a sub-Committee to examine the defects in the present system of selection of text-books prescribed in High Schools and for the Intermediate Examination (and to recommend the manner of removing them). The Committee will also examine in particular whether the Government should purchase the copyright of these text-books and allow any publisher to publish these books at fixed prices.”

In view of the importance of this issue the Board appointed a committee to examine what steps should be taken in the interests of educational efficiency and economy to improve the planning production and selection of text-books and other literature for use in educational institutions in this country. At their special meeting in Dehra Dun, the Board appointed additional members to the Committee. The Committee as finally constituted met at New Delhi, on the 22nd and 23rd November 1943.

The following members were present:—

Mr. W. H. F. Armstrong, C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab. (*Chairman*).

Dr. P. N. Banerjea, M.A., D.Sc. (Lond.), Bar-at-Law, M.L.A.

Rajyasevapravina, Dr. C. V. Chandrasekharan, M.A. (Oxon.)
D.Litt. F.R.H.S., Pro-Vice-Chancellor, University of Travancore.

Shamsul-Ulana Dr. J. M. Daudpota, M.A., Ph.D., Director of Public Instruction, Sind.

Srimati Kenuka Ray, B.Sc. Econ. (Lond.), M.L.A.

Mr. John Sargent, C.I.E., M.A., Educational Adviser to the Government of India.

Mr. W. G. P. Wall, M.Sc., I.E.S., Director of Public Instruction, United Provinces.

Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.

Dr. W. A. Jenkins, C.I.E., D.Sc., I.E.S., Director of Public Instruction, Bengal, was unable to attend.

2. The agenda considered by the Committee was as follows :—

I. To consider whether the Committee could confine their attention to text-books for schools or whether it is desirable and practicable to extend the investigation to cover the university and technical education as well.

II. To consider with due regard to educational efficiency and the need for economy how far the present methods of production and selection of text-books for the following stages are satisfactory :—

- (i) Junior Basic (Primary) Schools.
- (ii) Senior Basic (Middle) Schools.
- (iii) High Schools.
- (iv) Universities.
- (v) Technical, Commercial, and Art Institutions.
- (vi) Adult Education.

If the present system is unsatisfactory, what are the fundamental principles on which the production and selection of text-books should in future be based.

III. To consider how far the text-books in literary subjects need separate consideration from other text-books.

IV. To consider whether it is possible or desirable to set up an organisation which will be concerned with the general planning of text-books in different subjects.

V. To consider whether a province is a suitable economic unit for the production of text-books and if not to determine a suitable area which would ensure production of text-books of the requisite quality at an economic cost.

VI. To consider what steps should be taken to encourage the production of text-books in various subjects in Indian languages.

VII. To consider what steps should be taken to encourage the production of popular and authoritative books in the regional languages for use as supplementary readers by school children as well as for the general reader.

VIII. To consider how far it is desirable or practicable—

- (a) to restrict the number of text-books to be approved for each class in each subject ;

(b) to fix the minimum period for which a text-book should be prescribed.

IX. To consider whether it is necessary or desirable that the responsible educational authority should purchase the copyright of text-books and allow publishers to publish them at fixed rates.

X. To consider in what stages of education—

(a) institutions should be responsible for the supply of text-books ;

(b) students should be expected to purchase for themselves.

XI. To consider any other matter that may be raised at the meeting with the permission of the Chairman.

3. Although the terms of reference did not restrict in any way the extent of the enquiry, the Committee felt it advisable to consider whether it would be desirable and practicable to extend their investigation to cover educational institutions beyond the high school stage. It was decided that the present committee were not in a position to examine fully the requirements of universities and colleges and of Technical and Art institutions of university status. It was, however, agreed that it would be feasible to lay down certain principles which will be of general application in the planning, production and selection of text-books at all stages.

4. In considering the choice and use of text-books the Committee wish to lay stress on the fact that the personality of the teacher and his spoken words should constitute the vital part of any school lesson. The activity principles common to modern methods of teaching make an increasing demand on the resourcefulness of the teacher and emphasise the necessity for direct contact between pupils and concrete objects. This tendency has to an appreciable extent lessened the importance of text-books as far as school work is concerned. Nevertheless, they still remain in all branches of studies not only a valuable guide but also an indispensable auxiliary to study.

5. The Committee then examined the methods of production and selection of text-books adopted at present in different areas of this country. They appreciate the difficulties, by no means always of an educational nature, which stand in the way of effecting any substantial improvement as long as the existing system is allowed to continue. It was generally agreed that there is serious lack of scientific planning in this connection throughout all stages and that the contents of text-books should have due regard to educational requirements, to the limits of topics, their presentation in relation to the requirements of the different grades, the precision and accuracy of facts, the formulation of suitable exercises, and so on. Attention must also be devoted to technical aspects of the subject, the question of paper, the colour of the ink, the suitability of types, the significance and artistic merit of illustrations—i.e., the general appearance and the make-up of the books. Its price is no less an important consideration. It not infrequently happens that the production of text-books is left to publishers of no outstanding reputation, who for the sake of economy may engage professional writers of a poor calibre or whose influence would be likely to secure the selection and the

adoption of the text-books in question by educational authorities. Apart from this the syllabuses prescribed for the different grades require a rule, expert interpretation and authors of the type mentioned above generally lack the necessary technical knowledge as well as the art of writing books suitable for school use. Though text-books of excellent quality are produced from time to time in some areas the Committee are satisfied that judged as a whole the books available do not fulfil educational, technical or economical requirements.

6. The Committee are of the opinion that the objective they have in view *viz.*, the provision of an adequate supply of up-to-date text-books suited to the needs of people and students at the various stages cannot be secured by any modification of the present system and recommend that the following procedure should be adopted in future :—

(i) An educational authority should invite the submission of text-books by authors or publishers by public advertisement.

(ii) The authority concerned should give the authors as full information as possible regarding the required contents of the text-books and their appearance and general make-up.

(iii) Any one submitting a book or manuscript should be required to pay a fee, the amount of which may be determined by the educational authorities, the object being to keep down the number of manuscripts of indifferent quality. In the case of books which are approved, the fee charged at submission may be refunded.

The manuscripts thus received should be placed before a Reviewing Committee consisting of members selected purely on the basis of educational merit. The honorarium paid to these reviewers should be sufficient to attract people of the requisite calibre. Where thought desirable educational authorities may invite reputable authors to write books according to their requirements, in which case the question of levying a fee will obviously not arise. There are, however, obvious limitations to this practice.

(iv) The recommendations of the Reviewing Committee should be submitted to the Director of Public Instruction, or any other authority set up in this connection, whose decision should be final.

(v) Once a book has been finally approved, the copyright should be purchased by the Education Authority concerned with a view to its publication at a fixed price.

(vi) The publication of the book should be undertaken directly by the Education Authority or through their approved publishers.

(vii) Education Authorities should maintain a panel of such publishers, who should be selected after a careful scrutiny of their ability to meet the demands in view.

7. Where an educational authority is not in a position to undertake the printing of text-books in a press directly under its own control, the entire printing work of the year in this connection should be allocated amongst the approved publishers on the panel, after due consideration of the tenders submitted by them. Where the Education Authority itself undertakes the publication and the distribution of the books, it is desirable to secure wherever possible their free distribution or at least

concession rates in carriage and postage rates. Where the Education Authority is unable to assume direct responsibility for distribution, this will have to be done through local booksellers. In no part of the country however, should any higher charge than the published price be permissible. It is also desirable that school text-books should be free from all taxes likely to result in an increase in their price. Unless and until all books are supplied free to pupils, the importance of ensuring that the price is as low as possible needs no emphasis.

As the purpose of a text-book is that of a guide and of an auxiliary, the Committee consider it desirable to ensure a certain measure of choice, for this reason the number of text-books in each class for each subject should not be less than two or more than six. The procedure recommended above should obviate the two frequent changes of text-books in schools which is the cause of such frequent and justifiable complaint; at the same time will be advisable to review the position every three years, both to keep suppliers up-to-date and to encourage new authors or new publications of the requisite standard.

8. The Committee are of the opinion that the above suggestions should be applicable to text-books published in Indian languages only. With regard to English Readers, it is felt on educational grounds it will not be desirable to exclude text-books produced in other countries particularly where research and experiment in this field have been carried much further than in India. The Committee recommend that as far as English readers are concerned, the following procedure should be adopted.

(i) An educational authority should invite by public advertisement the submission of books in each subject, grade by grade, stating their specific requirements.

(ii) The submission of books in this case also should be accompanied by a fee to be determined by the educational authority concerned.

(iii) The books so submitted should be sent to an *ad hoc* reviewing committee, the members of which should be selected solely on educational qualifications.

(iv) The Director of Public Instruction, or a person or persons appointed by the educational authority concerned, should make the final selection of books in the light of the recommendation of the reviewing committee.

(v) The number and the period of use of English text-books should be the same as in other cases.

9. The Committee wish to draw the attention of the educational authorities to the various types of high school that have been recommended by the Central Advisory Board of Education in their scheme for post-war educational development. The demands of these schools, and particularly of the new types, so far as text-books in Indian languages are concerned, will be large and varied. The Committee were conscious that suitable text-books in Indian languages at the high school stage are not yet available to the required extent. They cannot however, do more than to call the attention of the educational authorities to this important consideration and urge them to take all possible measures directly

or in co-operation with reputable voluntary agencies, to ensure the production of suitable literature at an early date. As all teachers employed in High Schools should in future possess sound educational qualifications and professional training, the Committee feel that they should be allowed to exercise their own judgment in the choice of books within the limits prescribed. The number of books approved at this stage may be slightly larger than at the primary and middle stages.

10. With regard to the requirements of adult education, the Committee felt that they should restrict their enquiry at this stage to literature suitable for those adults who are to be rendered literate. The planning, production and selection of literature in this case should follow generally that recommended for primary and middle schools, although there should be a wider choice with regard to the number of text-books.

11. The Committee gave special consideration to the question of text-books in literary subjects and came to the conclusion that the procedure here should not differ essentially from that advocated elsewhere. It is certainly desirable that pupils at the school stage should be encouraged to study the original works of reputable authors, whenever possible.

12. The Committee wish to emphasise the importance of research in regard to the planning of text-books at all stages of education. In some educationally advanced countries text-books are planned at what are known as curriculum-centres and it is suggested that educational authorities in India should encourage the training colleges under their control to set up departments for research and experiment.

13. Opinion was general that the larger provinces have a sufficiently large school-going population to constitute an economic unit for text-book production and to ensure an economic price in the supply of text-books. There is, however, considerable scope for co-operation between those provinces where common languages are spoken. The educational authorities in such cases might profitably advertise for books jointly, or one province may sell or lend to another the copyright of a book which has proved a success in their own area. In the case of some subjects, where the number of books required is not large, the Committee are of opinion that it would be of general advantage to education and to the pupils concerned, if provinces pooled their resources for the production and supply of text-books.

14. The question of production of a supply, adequate both in quantity and quality, of text-books in Indian languages has already received attention in connection with the requirements of the high schools. In view of the importance of the issue to the general educational development in the country, the Committee further recommend that the Central Advisory Board of Education should maintain a Bureau whose function it will be—

(i) to circulate to the provinces standard text-books produced in different parts of the country.

(ii) to issue a periodical containing good reviews of recent books.

(iii) to maintain a staff competent to produce, as required, in Indian languages, either original books or compilations suitable to Indian needs from materials available in standard text-books produced in other countries.

The Bureau should be in a position to give general guidance to Education Authorities in regard to text-books and other literature especially in scientific and technical subjects and should also be prepared to produce books where the restricted demand is not likely to make it an economic proposition for a provincial authority to take the responsibility of producing them. The Committee are further of opinion that it should be the responsibility of the Central and the Provincial educational authorities to encourage in every possible way the production of popular and authoritative books in the regional languages for use as supplementary literature by the school child as well as for the general reader. As such literature is invaluable for the continuation of education after children have left school and for the use of adults who have just attained literacy, great emphasis is laid on this point. The Committee note with satisfaction that there are a few voluntary organisations in the country doing highly commendable work in this connection and express the hope that voluntary agencies and enterprising authors who are trying on their own to meet urgent needs in this connection will receive generous assistance from public funds.

15. The Committee recommend that school and public libraries should receive every encouragement and that grants on a much more liberal scale should be made from public funds so that they may be fully equipped with popular and authoritative literature in various branches of knowledge.

In the opinion of the Committee it is desirable that in the primary and middle stages the educational authorities should themselves be responsible for the free supply of text-books and other educational material required by pupils in the schools. This they realise may not be possible in the present circumstances but in the post-war period, as soon as education becomes free and compulsory, the State will have to take full responsibility in this matter. Meanwhile it is an objective which should be pursued progressively with the least possible delay. In the high school stage also it is recommended that the school authorities should undertake responsibility for the supply of all books and other educational materials required by pupils, raising the normal school fees to such an extent as may be necessary to cover the additional expenditure involved. Although it is outside the scope of their enquiry, as they have delimited it, the Committee wish in conclusion to call attention to the desirability at the higher stages of education, and particularly in Universities, to encourage students to begin to acquire libraries of their own. For the sake of those precluded from doing this for financial or other reasons libraries should be well supplied with duplicate copies of standard works.

Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the Training Recruitment and Conditions of Service of Teachers in Universities and other institutions of higher education not previously dealt with by the Board as amended and adopted by the Board at their annual meeting in January, 1945.

PREFACE.

The Board considered the Report of the Committee appointed to consider the question of the Training, Recruitment and Conditions of Service of Teachers in Universities and other institutions of higher education not previously dealt with by the Board. The report was adopted by the Board subject to a few minor modifications and it was decided that the report should be forwarded to the Provincial and State Governments and Universities for necessary action.

At their tenth meeting held at Baroda in January 1944, the Central Advisory Board of Education appointed the following Committee to investigate the problem of the Training, Recruitment and Conditions of Service of Teachers in Universities or other Institutions of higher education not previously dealt with.

W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University.

A. S. Khan, Esq., M.Sc., I.E.S., Director of Public Instruction, Bihar.

Dr. Panra Lall, C.S.I., C.I.E., D.Litt., I.C.S., Adviser to H. E. the Governor of the United Provinces.

Gaganvihari L. Mehta, Esq., M.A., Ex-President, Federation of Indian Chambers of Commerce.

Mrs. Renuka Ray, B.Sc. Econ. (London), M.L.A.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

The Hon'ble Mr. Tamizuddin Khan, Minister for Education Bengal.

Or

The Director of Public Instruction, Bengal.

S. C. Tripathi, Esq., M.A., I.E.S., Director of Public Instruction, Orissa.

The representatives* of the Inter-University Board on the Board.

*Lt.-Col. Dr. J. C. Chatterjee, M.A., D.Litt., M.L.A., Vice-Chancellor, Agra University.

*Khan Bahadur Dr. M. Hasan, M.A., D.Phil. (Oxon.), Bar-at-Law, Vice-Chancellor, University of Dacca.

*Diwan Bahadur Dr. A. L. Mudaliar, B.A., M.D., F.R.C.O.G., F.A.C.S., Vice-Chancellor, University of Madras.

2 The Chairman of the Board subsequently appointed the following additional members.

1. Lt.-Col. S. L. Bhatia, M.C., I.M.S., Deputy Director General, Indian Medical Service.

2. Professor Amaranatha Jha, M.A., F.R.S.L., Vice-Chancellor, Allahabad University.

3. S. Lall, Esq., C.I.E., I.C.S., Joint Secretary to the Government of India, Department of Labour.

4. The Hon'ble Justice W. R. Puranik, B.A., LL.B., Vice-Chancellor, Nagpur University.

5. Professor Sir S. Radhakrishnan, LL.D., D.Litt., F.B.A., Vice-Chancellor, Benares Hindu University.

6. S. C. Sen, Esq., B.Sc., Eng. (Glas.), Vice-Principal, Delhi Polytechnic.

7. W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

3. The Chairman of the Board appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met in the Secretariat, Simla, on the 2nd, 3rd and 4th of October 1944. The following members were present:—

1. Sir Maurice Gwyer (*Chairman*).

2. W. H. F. Armstrong, Esq.

3. Lt.-Col. S. L. Bhatia.

4. Khan Bahadur Dr. M. Hasan.

5. S. Lall, Esq.

6. Dr. Panna Lall.

7. The Hon'ble Mr. Justice W. R. Puranik.

8. Professor Sir S. Radhakrishnan.

9. S. C. Sen, Esq.

10. W. G. P. Wall, Esq.

Dr. D. M. Sen, M.A., Ph.D. (London), Secretary, Central Board of Education was Secretary of the Committee.

The following members were unable to attend

1. Professor Amaranatha Jha.

2. Lt.-Col. Dr. J. C. Chatterjee.

3. A. S. Khan, Esq.

4. Gaganvihari L. Mehta, Esq.

5. Diwan Bahadur Dr. A. L. Mudaliar.

6. Mrs. Renuka Ray.

7. John Sargent, Esq.

8. The Hon'ble Mr. Tamizuddin Khan.

9. S. C. Tripathi, Esq.

5. The agenda which the Committee considered is set out in the annexure. The following additional papers were circulated to the members.

(1) Memorandum by the Chairman.

(2) Notes regarding Scales of Salaries of Teachers in University Departments, Arts & Science Colleges, Intermediate Colleges and Professional Colleges.

(3) Suggestions from certain eminent educationists.

A statement showing full particulars regarding the minimum qualifications and scales of salaries of teachers in Universities and Institutions of University rank was laid on the table.

6. The Hon'ble Sardar Sir Jogendra Singh, Chairman of the Board, was present to welcome the members.

7. The Committee entered upon their deliberations with the firm conviction that the teacher is the central factor in every education system and every scheme for educational reform; and in their view no system or scheme can be either effective or efficient unless it provides for a sufficient number of properly qualified teachers selected on grounds of merit alone, and unless those teachers are adequately remunerated, have a recognised status, adequate, leisure as well as opportunities for research or for self-improvement and security of tenure, and enjoy such other conditions of service as may preserve their independence and self-respect. The Committee regretfully admit that the teaching profession is at the present time far from possessing all these things; it does not enjoy universally the status which it ought to have; and by reason of its undue subjection in many instances to bodies of laymen, often ignorant of educational matters and regarding teachers as their servants or employees rather than their partners in the cause of education, it lacks the intellectual and academic freedom without which it cannot give of its best. In these circumstances it is not surprising that the profession does not always attract recruits of a proper quality. All educational reform must begin with the teachers and their conditions of service.

METHOD OF SELECTION OF TEACHERS.

8. The Committee have no doubt that the best method of selecting teachers is through a properly constituted Selection Committee; and an honest and independent Selection Committee is in their view an absolute essential for the due appointment of good teachers. In the case of a University Selection Committee, a combination of high character and high academic qualifications ought to be a sufficient guarantee against influence or pressure from outside; but even University Selection Committees have not always escaped criticism. The Committee are satisfied that a strong belief exists among teachers, whether well-founded or not, that appointments are not always made upon merits, and that canvassing, even where forbidden in theory, is not always discouraged in practice. A University Selection Committee ought to be above suspicion, for this is a matter in which the honour of the academic world is engaged; and the knowledge that a Selection Committee is impervious to influence of any kind would do as much as anything to raise academic standards.

9. The Committee are of opinion that a Selection Committee ought to consist of a small number of members only, say, between five and seven. The Vice-Chancellor of the University should be the Chairman and it might contain two persons appointed respectively by the Executive and Academic Councils of the University (or whatever name they may bear) with high academic qualifications or academic experience; and it is for consideration whether these two members should not be persons from outside. The above would form the permanent element of the Committee, with perhaps one more person whose independence was beyond question, to be appointed by the Chancellor; but it should be reinforced by one or two other members according to the nature of the appointment for which the selection is being made; the Head of the University Department should be present when a teacher in that particular Department is being selected; and when the appointment of a University Professor or Reader is under consideration, some distinguished authority in that particular branch of learning might be appointed to the Committee by the Chancellor, unless it already contains among its numbers some persons who can be so described. Canvassing should be strictly prohibited and it should be made known that any person seeking to evade the prohibition will be disqualified forthwith. Where it persists in spite of due warning it may be necessary to publish the names of candidates who have been disqualified for this reason. The Committee had evidence before it that persons of eminence and position, who ought to know better, have been known to "recommend" candidates to Selection Committees; and this practice should be wholly discountenanced. A Selection Committee should be able to form a judgment upon the testimonials submitted by the candidates themselves and from such personal knowledge as they have of their qualifications, at any rate in the case of candidates for higher positions in the educational world. A Selection Committee should recommend one name, and one name only, for a vacant post, and the appointing authority should have no right to reject their recommendation in favour of any other candidate. If the appointing authority are unable to accept the recommendation made by the Selection Committee, then the matter should be referred to the Chancellor of the University, whose decision should be final. There is no reason why a Selection Committee should not, if it desires to do so, recommend a second candidate for appointment, in the event of its first choice being unable to take up the appointment; but it should be made clear that these are successive, and not alternative, recommendations. It is perhaps scarcely necessary to say that there should be no obligation on the Selection Committee to make any recommendation at all, if in its opinion no properly qualified candidate has presented himself. Such a situation, however, ought not to be permitted to arise, save in the most exceptional cases, and the appointing authority ought to regard it as imperative upon them in the interests of the University and of the academic world generally to accept the recommendations of the Selection Committee without question; because for greater mischiefs are likely to arise from a rejection of the recommendation of a selection Committee than from an occasional error of judgment on the part of the Selection Committee itself.

10. The above suggestions indicate the kind of Selection Committee which the Committee have in mind; but its composition can be varied to

19. In Colleges or Departments of Engineering and Technology, Lecturers in theoretical subjects such as Mathematics Physics, Chemistry, etc., should ordinarily possess a first class M.A. degree. Lecturers in all applied sciences should have a first class engineering degree or its equivalent, together with a reasonable amount of practical experience in industry.

20. In Medical Schools, Lecturers in the pre-clinical subjects of physiology and Bio-Chemistry may be pure scientists without necessarily possessing a medical degree at all, but they should ordinarily possess, like other Lecturers, a first class M.Sc. degree or its equivalent. Medical graduates teaching preclinical subjects should possess at least a B.Sc. degree and Lecturers in clinical subjects, such as medicine, surgery, etc., should have at least a first or second class M.B.B.S. The Committee look forward, however, to a time in the future, when these latter qualifications can be raised, though they do not feel that the present time they can go beyond the recommendations which they have made. The representative of Bengal on the Committee did not feel able to concur in the sentiment expressed in the last sentence of the paragraph.

21. Lecturers in Agriculture should possess the qualifications laid down in the Report of the Committee on Agriculture Education.

22. Only first class graduates in Law should be appointed as Lecturers in a Law Faculty or College; and it is preferable that such Lecturers should at least possess an LL.M. degree.

23. The preceding paragraphs of this section of the report relate to Lecturers only, in which expression is included all categories of teachers below the rank of Reader, whether they are described as Junior Lecturers, Assistant Lecturers or Senior Lecturers. The case of University Professors and Readers and of the Principals of Colleges stands, however, on a different footing. The Committee recall in this connection that in 1941 the Central Advisory Board recommended that uniform designations for the teaching staff of Universities and of constituent or affiliated Colleges of the University should be adopted. According to this recommendation, the terms "Professor" and "Reader" would apply only to certain classes of teachers in Universities; and the Committee regard it as very important that these titles should be conferred by the University alone and carry with them a University status, as distinguished from a College status. At the present time the titles are sometimes used to designate teachers in affiliated or constituent Colleges of Universities, and Universities would no doubt be unwilling to deprive each and every teacher of such a designation, no matter how long he might have enjoyed it. But so far as the future is concerned, the Committee are of opinion that the University should have a Recognition Committee which would confer the title of Reader (or even, in rare cases, Professor) on such college teachers who organise and conduct teaching of Honours or post-graduate standard, but only if in the opinion of the Recognition Committee they possess the qualifications which a Reader

(or Professor) ought to have. All other Lecturers in affiliated or constituent colleges would be called Lecturer, Tutor or Demonstrator, with the prefix Junior, Senior or Assistant, as the case may be; and on no account should the designation of "Reader", or still less of "Professor" be claimed as of right for the Heads of Departments in any Colleges.

24. Professors and Readers in University Departments and Readers in constituent Colleges should be men of more than average ability and should ordinarily have had from five to ten years' teaching experience. Research and original work should be regarded as additional qualifications; but it does not appear to the Committee that it would be possible, or indeed desirable, to define the qualifications in any more precise terms. Those who are candidates for the post of Professor or Reader will necessarily be men who have already attained a recognised position in the academic world and their qualifications should therefore be well known or at least becoming well known; and the Committee do not believe it possible to define the type of man required more exactly than by saying that they should be men fitted to perform those duties which the academic world recognizes as attaching to the office of University Professor or University Reader.

25. Principals of degree colleges and post-graduate colleges require something more than academic distinction; they require also to be men of administrative capacity. In the larger Colleges it may well be that his administrative duties will occupy the whole time of a Principal, though that is a matter on which no general rule can be laid down; but in smaller Colleges it is probable that a Principal will always have to take substantial share in the teaching work of his College. In Engineering, Medical and Agricultural Colleges, experience has proved the utility of Principals able to devote the whole of their time to their administrative duties. In these circumstances the Committee do not think it possible to define with any great degree of precision the qualifications of the Principal of a College but it is plain, that he must possess academic qualifications of a high order, which will enable him to take his proper place in the hierarchy of the University; and he must also be a man of high character and personality, possessed of those qualities which are generally recognised as essential in an administrator.

TEACHER'S REMUNERATION.

26. An adequate supply of properly qualified recruits for the teaching profession can only be obtained by offering reasonable salaries and reasonable conditions of service; and if these are assured the Committee are persuaded that there will never be a lack of good teachers. In considering the question of minimum salary scales for University teachers, they have had before them a comprehensive list of salary scales prevalent in different parts of India, many of which are in their opinion quite indefensible and the disparity which exists at present cannot possibly be justified. The Committee are of opinion that the prescribing of minimum salary scales is essential, if high academic standards are to be maintained; and after giving the best consideration they can to the

matter they recommend the following minimum scales for different grades of teachers ;—

(a) UNIVERSITY DEPARTMENTS.

Professors**	Readers	Lecturers	Join Lectures
1,000 to 1,250	500—25—800	300—20—500	210—15—300

(b) AFFILIATED AND CONSTITUENT COLLEGES.

Principal*	Readers	Lecturers	Junior Lecturers
800 to 1,000**	500—25—800	300—20—500	

(i) In Technical and Engineering Colleges and in subjects which require a certain amount of professional experience.

210—15—300.

(ii) Other Junior Lecturers ;

150—15—300.

The Committee wish to make it clear that where a College teacher given or is allowed to retain the title of Professor this should not automatically entitle him for the salary prescribed in the case of a University Professor. It is suggested that in such cases the rate of remuneration should be settled by consultation between the University and College authorities.

The Committee recommend that no distinction should be drawn between teachers on account of their sex, the scales recommended above being applied both to men and women.

27. In Medical, Engineering, Technological and other professional Colleges, Principals and Professors might be given a salary of not less than Rs. 2,000 a month and Readers upto Rs. 1,200 according to their qualifications. It is perhaps regrettable that such distinctions should have to be made, but the Committee recognise that in these cases salaries must bear some relation to the earnings of the professions outside. The Committee desire to observe, however, that the pay of between Rs. 1,000 and Rs. 1,250 which they have recommended for other University Professors is a minimum only, and they would gladly see it raised to, say, some amount between Rs. 1,200 and Rs. 1,500, where a University is in a position to pay that amount.

GENERAL CONDITIONS OF SERVICE.

28. The Committee attach to this report a suggested model form of teachers' agreement, which follows closely the form of agreement at present in use in an Indian University. It appears to them that a teacher

*It appears to the Committee that Universities may find it desirable, if not necessary, to classify affiliated Colleges into two groups. The scales suggested above would be appropriate for Colleges in the Class I Group (or whatever designation may be thought suitable). For Class II Colleges a salary scale of Rs. 500—25—800 is recommended; and if it should be thought that there should be a still farther class, Rs. 450—600 would seem to be appropriate. The latter scale, however, should be confined to Colleges with not more than, say, 150 to 200 students.

**These figures do not refer to "scales" of pay, but only to a minimum pay of some amount between the two figures.

who had the benefit of a form of agreement on these lines would enjoy all the advantages which in their opinion a teacher ought to have and they recommend it to the consideration of Universities and Colleges. In the next succeeding paragraphs the Committee draw attention to certain points which are covered by the terms of the agreement.

29. First and foremost the Committee would put security of tenure, and some very sad cases have been brought to their notice in which College teachers, especially teachers in Colleges with a lay Governing Body, have suffered much injustice because their tenure of office was not secured. The provisions in the model agreement appear to the Committee to provide the teacher with ample safeguards without doing any injustice to the University or College in which he serves.

30. The Committee agree that a probationary period for those who are entering the profession is not unreasonable, though they think that periods of probation at the present time are often unduly extended, and in their view twelve months should be ample for the purpose of determining whether a man is likely to be a successful teacher or not. The period of probation, however, should be fixed at the time of the teacher's engagement and it should not be permissible to extend it thereafter. But the Committee do not consider that the appointment of a Professor, Reader or Principal on probation can ever be justified. The qualifications of a person who has achieved sufficient eminence in the academic world to merit consideration for a post of this kind ought to be, and in fact are, so well known that the period of probation is either unnecessary or humiliating. In the case of a Principal especially the period of probation, so long as it continues, deprives him of the greater part of the authority which he should be exercising; and it is offensive to every idea of academic dignity that bodies of laymen, as is sometimes the case, should be able to insist on a period of probation when appointing distinguished academic figures to posts of this kind.

31. Except where teachers are entitled to a pension on retirement there should be a Provident Fund for teachers in all recognized Colleges, the minimum contribution by the institution being 6-1/4 per cent. No investment of Provident Fund money should be permitted otherwise than in trustee securities. The accounts of the Fund should be audited by a qualified auditor every year and every subscriber should be entitled to receive a copy of the audited accounts together with a certificate of the balance standing to his own credit. The Provident Funds whose rules follow those prescribed by Government enjoy certain special privileges of their own.

32. The model form of agreement sets out certain provisions with regard to sick leave which appear just and reasonable to the Committee. There seems to be difference of views on this matter, and it by no means follows that rules applicable to Government servants are equally applicable to the teaching service, where teachers enjoys regular vacations every year. A majority of the Committee were of opinion that the model agreement should not provide for privilege leave over and above the period of vacations, and that to include provisions for privilege leave would err on the generous side; others thought that, since leave in any circumstances cannot be claimed as of right, provisions with regard to

privilege leave might be included since it might be assumed that those provisions would be administered fairly and equitably and in such a way as to enable to teacher to take unreasonable or unseasonable leave during term time for purposes more appropriate to vacations. In the circumstances the Committee have thought it right to enclose the provisions in the model agreement with regard to privilege leave within brackets leaving it to Colleges and Universities to determine whether to privilege leave might be included since it might be assumed that those

33. Provision should be made for suitable maternity leave in the case of married women teacher.

34. The Committee agree that Universities and Colleges ought to be willing to give their teachers facilities for study leave, but it appears to them doubtful whether leave of this kind could be made a contractual obligation on the part of the University or College. It would, however, be desirable in their view that an attempt should be made to give a teacher study leave of the least one year in seven years' service or six months for every 3-1/2 years' service. Opportunities and facilities for study should always be afforded throughout a teacher's service.

35. The Committee recommend that the age of retirement for all teachers should be not less than fifty-five nor more than sixty, save in the case of Professors, where the age should be sixty*. It should however be possible on the recommendation of the Vice-Chancellor, where the age of retirement is fixed at fifty-five for an extension to be granted of not more than one year at a time up to the age of sixty, if the interests of the University or College so require. It should be laid down that canvassing by or on the behalf of a teacher for an extension would disqualify him from receiving an extension.

36. It will be observed that there is a provision in the model form of agreement requiring the teacher to devote his whole time to the service of the University or College and not without the permission of the appropriate authority to engage directly or indirectly in any trade or business or any work likely to interfere with the proper discharge of his duties. Teachers in professional Colleges may, however, be permitted to carry on private practice if the previous sanction of the Principal and the Governing Body has been obtained; but the Committee are of opinion that this should not be encouraged and that as the supply of teachers in professional Colleges increases, permission should be more and more rarely accorded. They are of opinion that Law is more effectively taught by full-time teachers, though it is sometimes of value to include in a course lectures by practising Advocates of standing. In medical Colleges, Heads of Departments of clinical subjects (medicine, surgery, midwifery, gynaecology, ophthalmology, etc.) should be required to devote their whole time to teaching and should not be allowed private practice outside the hospital; in each of less departments, there should be also some wholtime assistants; in cases of emergency, where teacher of these subjects have in fact attended patients outside the hospital, any

*Dr. M. Hasan of Dacca University was of opinion that the age of retirement of Professors should be the same as that of all other teachers.

fee received by them should be paid to the hospital funds. The Committee, however, do not wish anything that they have said in this paragraph to be taken as applying to surgeons and physicians attached to hospitals in an honorary capacity, who are often among the leading members of their profession and who put their services freely at the disposal both of the hospital patients and of the medical students who are being trained in the hospital. In Technical and Engineering Colleges teachers may be permitted to have a consultative practice, on conditions prescribed by the employing authorities.

37. As regards hours of work, the Committee are of opinion that in an ideal University any regulation of these should be unnecessary, but evidence has been put before them which shows clearly that in certain circumstances teachers require some protection against the inordinate demands of Governing Bodies and accordingly they recommend, where necessary, a maximum of 18 hours teaching work for Colleges, that is to say, work which brings the teacher into direct contact with his pupils, whether lectures or tutorial hours. The Committee would deprecate the prescribing of maximum hours for Professors and Readers, since this is a matter which should be left to be regulated by the good sense of all concerned; but if a maximum has to be prescribed, it should be less than in the case of College teachers, in order that the Professor or Reader may be afforded facilities for his own work, whether research or otherwise. The Committee have been surprised to hear that in some Universities it is a minimum rather than a maximum which is prescribed; but they would not have a very high opinion of any teacher for whom it was necessary to prescribe that he should do a certain quantity of work every week; and it is of course plain that a dishonest teacher, if such exist, could evade such a rule with very little difficulty. A University or a College ought not to need rules and regulations of a kind which would find a more proper place in the world of industry or commerce; and teachers ought to be able to trust their University or College to treat them well, just as the University or College in its turn ought to be able to trust its teachers.

38. The attention of the Committee was directed to the question of promotion, and the age-long dispute between promotion by merit or by seniority was mooted. The Committee do not feel able to lay down any general rule; but, broadly speaking, they are of opinion that a Junior Lecturer in Universities and Colleges should ordinarily be considered as eligible for promotion to the Senior Lecturer grade if he establishes his claim by merit and by successful teaching service.* Promotion to posts of Professor, Reader or Principal should, however, be governed exclusively by merit and seniority alone, even with a long teaching experience, should not be able to establish a claim to them.

39. Another question raised before the Committee related to the transfer of teachers from one University or College to another and whether in such circumstances the teacher should be entitled as of right to count his previous service in determining his salary or pension in the

*Some members of the Committee would prefer a single scale for Lecturers, e.g., Rs. 210—15—300—E.B.—20—500, which would get rid of the Junior Lecturers grade altogether.

new service. Here again it seems to the Committee difficult to lay down any general rule, since one is not always dealing with comparable circumstances. Previous salary ought certainly to be taken into account ; and in ordinary practice the teachers transferring from one institution to another ought not to be offered a salary less the salary he was receiving in his previous post. All matters of this kind, however, will be much more satisfactorily adjusted by mutual arrangements between the Colleges and the Universities concerned.

40. The Committee have considered whether it was desirable to lay down any general rules as to the size of classes. It is certainly the case that teachers are sometimes required to lecture to classes far beyond the capacity of the average man to influence or even control ; and to that extent the question of the size of classes is involved in the teachers' conditions of service. Here again no general rule seems feasible ; but the Committee offer the following suggestions which those of their number with considerable practical experience in such matters are of opinion would be reasonable. Lecture classes in theatre lecture-rooms should not exceed 150 students at a time ; lecture classes in ordinary class rooms should never be for more than 75 students at a time. For practical work in laboratories there should be one supervisor or tutor for every 20 students. For clinical work in Medical Colleges and practical work in Technical and Engineering Colleges or Departments no teacher should have more than 12 students at a time. So far as lecture classes are concerned the Committee are of opinion that it may be no less important to lay down the square space required for each student, since then the classes will limit themselves. The report of the School Buildings Committee of the Central Advisory Board of Education recommends that there should be 12 sq. ft. in the class room for every school pupil and a minimum mean height of 12 ft. where the roofs are not flat. The cubic space for College students in any class room should, if anything, be more than this and certainly in no case should it be less.

41. The Committee are strongly of opinion that there ought to be some fixed ratio between the number of students in, e.g., a College and the number of teachers in the service of that College. A ratio of 20:1 appears to them not unreasonable as a general rule ; but for post-graduate and honours classes the ratio should be 12:1 or even 10:1 for the former and perhaps 15:1 for the latter. No less important is the establishment of a ratio between Lectureships and Assistant Lectureships, and the Committee are of opinion that a ratio of 2:3 is reasonable.

NOTE ON INTERMEDIATE COLLEGES.

42. The Committee anticipate that in course of time intermediate classes will be absorbed partly by the three year degree courses in the Universities and partly by the schools and for this reason they have not taken into special consideration teachers employed in Intermediate Colleges but so long as Colleges of the intermediate standard exist, they think it right to recommend minimum qualifications, for Lecturers at such Colleges and also appropriate salary scales. Lecturers in Intermediate Colleges should in the opinion of the Committee at least have a

second class M.A. degree and should be paid Rs. 150—15—255. Principals of intermediate Colleges should be chosen not less for their administrative ability and for their academic attainments, and should be paid not less than Rs. 250—25—500.

THE FINANCIAL IMPLICATIONS OF THE COMMITTEE'S RECOMMENDATIONS.

43. The Committee realises that the recommendations which are made in this report, if adopted by Universities and Colleges must inevitably mean a substantial increase in expenditure. They realise also that Universities and Colleges must look mainly to an increase in the Government grants which they at present receive in order to meet this expenditure. They earnestly hope that all the Governments concerned will give their earnest attention to this vital question, since they have no doubt whatsoever that the money thus spent would bear fruit a hundred-fold; and indeed that expenditure of this order cannot be avoided if development of Universities in India is to proceed satisfactorily, so as to enable them to cope with the requirements of the time. The basis of Government grants varies with almost every University throughout India; but the greater part of the expenditure upon education generally is upon teachers' salaries. This has been recognised by the Central Government in the case of one University, where the grant given to the constituent Colleges of the University is 50 per cent. of the sum expended on teachers' salaries, plus 20 per cent. on other approved expenditure, the teachers' salaries being on a prescribed scale. It seems to the Committee that this is an example which might well be adopted elsewhere, and they recommend it to the favourable consideration of the Governments.

44. The Committee have also observed the recommendations in the recent report of the Central Advisory Board on post-war development suggesting that the increases in the expenditure upon University education hereafter might be shared in whole or in part between the Centre and the Provinces; and, if such a thing ever came about the 50 per cent. grant towards teachers' salaries might form a convenient basis for the calculation of a contribution from Central Government funds. The Committee realise, however, that these matters are not strictly within their terms of reference, though they believe that they will not be unduly criticised for touching upon them.

45. Lastly, the Committee desire to emphasize that nothing in their recommendations can be construed as an interference with the autonomy of any University; and indeed the presence of a number of Vice-Chancellors as members of the Committee will be a guarantee of this. The Committee have done no more than suggest that the conditions of service if all teachers in Universities and comparable institutions should reach a certain minimum standard and should in no circumstances be allowed to fall below it; and that there must be a minimum below which no University or College receiving Government assistance ought to be allowed to fall is, it is confidently submitted, a self-evident proposition. If the suggestions they have made with respect to the Governing Bodies of Colleges should be regarded as an interference, they can only reply that

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stipulations of the kind suggested are long overdue and should rather be regarded in the light of a much needed and inevitable reform. They cannot doubt that in a substantial number of Universities these or analogous conditions of service already exist, and that they are only absent elsewhere because of financial difficulties.

46. If, as the Committee hope, their proposals are endorsed by the Central Advisory Board, they believe that this report may convince Governments throughout India of the justice of the teachers' claims; and they earnestly hope that in future it will be made a condition of every Government grant to a University or affiliated College that the conditions of service of the teachers do not fall below the standards which the Committee have thought right to recommend. If this can be done, an immense step forward will have been taken. The teachers' profession will have achieved the status which in the opinion of the Committee it ought to possess and will never in future lack a supply of properly qualified recruits, while the effect upon the education progress of India will be almost incalculable. For these reasons the Committee very earnestly commend their proposals to all concerned and express the earnest hope that considerations of finance will not be permitted to stand in the way of their fulfilment.

ANNEXURE I.

FORM OF TEACHERS' AGREEMENT.

An Agreement made the....day of.....19....between.....(hereinafter called the teacher) of the first part and the University or.....[or the Governing Body of the.....College] of the second part.

1. The University [or the Governing Body] hereby [or, as from the....day of] appoints the teacher as a member of the staff of the....University [or College] upon the terms and conditions hereinafter set out :

Provided that the teacher shall be on probation for a period of twelve months, and shall be confirmed in his appointment on the expiration of that period, unless not less than one month before the expiration thereof the University [or Governing Body] inform him in writing of their intention not to confirm him. (This proviso shall be omitted in the case of Principals, Professors and Readers).

2. The University [or Governing Body] shall pay to the teacher during the continuance of his engagement a salary at the rate of Rs.....p.m., rising by annual increments of Rs..... to a maximum of Rs.....p.m., and no increment shall be withheld without the consent of the University.

3. The teacher shall during the continuance of his engagement be entitled to the benefit of the Provident Fund maintained by the University [or Governing Body] for the teaching staff in accordance with the rules prescribed by the Government

4. The teacher shall devote his whole time to the service of the University [or College], and shall not without the permission of the appropriate authority engage directly or indirectly in any trade or business whatsoever or in any private tuition or other work which may interfere with the proper discharge of his duties ; but this prohibition shall not apply to work undertaken with the permission of the Vice-Chancellor [or Principal] in connection with the examinations of a University, Board, or Public Service Commission,

5. The University [or Governing Body] shall be entitled summarily to determine the engagement of the teacher on any of the following grounds, that is to say :

- Wilful neglect of duty ;
- Misconduct or insubordination ;
- Physical or mental unfitness ;

but save as aforesaid, shall not be entitled to determine the engagement of the teacher except only for incompetence or for good cause and after giving three months' notice in writing or payment of three months' salary in lieu of notice :

Provided that incompetence shall not be a ground for dismissal in the case of any teacher who has served for five years after being confirmed in his appointment.

ALTERNATIVE FORM TO PARA. 5.

The University [or Governing Body] shall be entitled summarily to determine the engagement of the teacher for misconduct, but subject as aforesaid shall only be entitled to determine the engagement after giving three months' notice in writing or payment of three months' salary in lieu of notice, and for good cause.

6. The University [or Governing Body] shall not determine the engagement of the teacher whether summarily or otherwise without informing him in writing of the grounds on which they intend to take action and giving him a reasonable opportunity of stating his case in writing, and before coming to a final decision, shall duly consider the teacher's statement and if he so desires give him a personal hearing.

7. The teacher may at any time terminate his engagement by giving the appropriate authority three months' notice in writing.

8. (1) Any dispute arising in connection with the termination of the services of the teacher, except when on probation, by the University [or the Governing Body] shall be referred to the arbitration of an Appeal Committee of three independent persons appointed by the Chancellor, who shall have power to inquire into all the facts of the case and to interpret the terms of this agreement, and their decisions shall be final and binding on both parties.

(2) The Indian Arbitration Act, 1940, shall apply to an arbitration under this clause.

9. On the termination of this agreement, from whatever cause, the teacher shall deliver up to the University [or the Governing Body] all books, apparatus, records and such other articles belonging to the College or to the University as may be in his possession.

10. The teacher shall be entitled to leave on full pay in accordance with the following provisions, save during any period after he has given or received notice of the determination of his engagement :—

(a) Casual Leave.—In case of any emergency arising from sickness in his family or other domestic reasons, for a period not exceeding 14 days in any one academic year of which not more than 10 days may be taken at a time.

*[(b) Privilege leave.—Fifteen days in any academic year on full pay or one month on half pay.]

(c) Sickness leave.—In case of sickness preventing the teacher from performing his duties, for a period not exceeding one month for every completed 12 months' service, vacations included, but not exceeding three months

*[] Vide last sentence of para. 30 of report.

[Note :—Neither casual (nor privilege) leave can be claimed as of right.]

consecutively at a time or 18 months in all during the whole period of the teacher's engagement ; provided that where a teacher is absent for more than five days on account of alleged sickness, the vice-Chancellor [or the Principal] may require him to furnish a medical certificate that he is prevented by illness from attending, and if the certificate is not furnished, the teacher shall not be entitled to sickness leave on full pay during that period of absence.

ANNEXURE II.

AGENDA.

A. Training :

1. To consider the minimum educational qualifications of teachers appointed to Colleges, teaching upto :—

- (a) Degree Classes.
- (b) Post-graduate Classes.
- (c) Teachers Training Colleges
- (d) Technical Colleges.
- (e) Agricultural and other professional Colleges.

2. To consider the content of additional qualifications—research or practical training or both—to be prescribed for teachers engaged in the higher stages of education.

3. To consider the desirability of providing facilities for research or further studies for teachers in service.

4. To consider whether it is desirable that teachers of technical, commercial and professional subjects should have a period of practical experience in Industry, Commerce, etc

B. Recruitment and Selection :

5. To consider what steps should be taken to ensure an adequate supply of recruits to the teaching profession in each of the categories mentioned above having due regard to the minimum qualifications and to the ascertainable intake in any given area

6. To consider suitable methods for appointment and selection of professors, readers, lecturers, etc. in the higher stages of education.

7. To consider the question of exchange of professors, etc., between (a) Indian and foreign Universities and (b) among colleges and universities in India.

8. To consider whether it is desirable and practicable to set up a cadre of specialist teachers in certain subjects and utilise their services for specified periods in different institutions by rotation.

C. Conditions of Service :

9. To consider whether it is both desirable and practicable to prescribe minimum national scales of salary for teachers, men and women, in all categories.

10. To consider the minimum scales of salary for principals in different types of colleges and heads of departments in universities and larger institutions.

11. To consider the question of pension or provident fund for teachers in all recognised institutions.

12. To consider the desirability of granting study leave to teachers at reasonable intervals.

13. To consider whether in the interest of efficient instruction teachers should be permitted private practice in their professions, Engineering, Medicine, Law, etc

14. To consider whether teachers transferred from one university or area, to another should be entitled, to count their previous recognised service in determining their salaries and pension in the new sphere of their service.

15. To consider the question of probationary period and security of tenure of teachers in all recognised institutions.

16. To consider such matters as size of classes, hours of work, sick leave, age of retirement, etc.

17. To consider any other matters relevant to the terms of reference.

Report of the Administration Committee of the Central Advisory Board of Education, 1944, as amended and adopted by the Board at their annual meeting in January 1945.

PREFACE.

Sir Maurice Gwyer, the Chairman of the Committee appointed by the Board to examine the administrative changes and adjustments that would be necessary amongst the various bodies concerned with the primary and secondary stages of education, in order to implement the scheme for post-war educational development, presented the report of that Committee. The Board adopted the report with a few modifications and decided that it shall be forwarded to the Governments concerned for necessary action.

At their Tenth Meeting held at Baroda in January 1944, the Central Advisory Board of Education considered further the Memorandum on Post-War Educational Development in the light of observations received from the Inter-University Board in India and the Indian Public Schools Conference. The Board were of opinion that the successful operation of their plans for post-war development would require important administrative changes and that a readjustment would be necessary amongst the various bodies now concerned with the Primary and Secondary stages of education. They accordingly appointed the following Committee to examine and report on the issue :—

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., (Ex-Chief Justice, Federal Court, India), Vice-Chancellor, Delhi University.

The Hon'ble Mian Abdul Haye, Minister for Education, Punjab.

Dr. W. A. Jenkins, C.I.E., D.Sc., I.E.S., Director of Public Instruction, Bengal.

Dr. V. S. Jha, Ph.D., Divisional Superintendent of Education, Central Provinces.

S. N. Moos, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Bombay.

The Hon'ble Khan Bahadur Saiyidur Rahman, Minister for Education, Assam.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

Sir Meverel Statham, C.I.E., I.E.S., Director of Public Instruction, Madras.

Dr. (Mrs.) Malini B. Sukthankar, M.B.B.S., J.P.

W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

2. The Chairman of the Board subsequently appointed the following additional members :—

1. W. H. F. Armstrong, Esquire, C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.

2. Sir V. T. Krishnamachari, K.C.I.E., Ex-Dewan of Baroda.

3. Rao Bahadur V. P. Menon, C.I.E., Reforms Commissioner.

4. K. G. Saiyidain, Esq., B.A., M.Ed., Director of Education, Kashmir State.

3. The Chairman of the Board appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met at New Delhi on the 13th December 1944. The following members were present :—

1. Sir Maurice Gwyer (Chairman).
2. W. H. F. Armstrong, Esq.
3. Dr. V. S. Jha.
4. Sir V. T. Krishnamachari.
5. Rao Bahadur V. P. Menon.
6. The Hon'ble Khan Bahadur Saiyidur Rahma.
7. John Sargent, Esq.
8. Dr. (Mrs.) Malini B. Sukthankar.

Dr. D. M. Sen M.A., Ph.D., (London), Secretary, Central Advisory Board of Education was Secretary of the Committee.

The following members were unable to attend :—

1. The Hon'ble Mian Abdul Haye.
2. Dr. W. A. Jenkins.
3. S. N. Moos, Esq.
4. K. G. Saiyidain Esq.
5. Sir Meverel Statham.
6. W. G. P. Wall, Esq.

5. The agenda and papers circulated to the members of the Committee are set out in Annexures.

The Committee had before them the following papers :—

(1) An abstract statement of recommendations of the Central Advisory Board of Education and of its various committees with regard to control of education at various stages.

2. A statement of the position with regard to the relationship between the Central authorities and Local authorities in respect of administration of education as obtaining in Britain and the U.S.A.

(3) A statement of administrative arrangements necessary for ensuring compulsory attendance.

(4) Extracts from "Organisation and Administration of Public Education" prepared by the Advisory Committee on Education, U.S.A., regarding (i) Relationships of Federal, State, and Local Units in the Administration of Education Functions and (ii) Suggested improvements for State and Local Organisation and Administration of Education.

6. The Committee desire to state at the outset that they have interpreted their terms of reference as requiring them to supplement the recommendations which the Board have already made on the subject of educational administration and, where necessary, to amplify them or fill in certain important details. They do not propose to restate all the

features of the Administrative framework a sufficiently clear outline of which is to be found in the Board's Report on Post-War Educational Development. It is against the background of that Report that the observations which the Committee have to offer should be viewed.

7. The Board have observed in their Report referred to above that the implementing of educational reconstruction will require vision and efficiency on the part of the responsible authorities. No less important will be the qualities of courage and a broad and objective outlook, in so far as many practices and conceptions which have assumed the authority of traditions will have to be discarded, and "in fact much of the present rambling edifice will have to be scrapped in order that something better may be substituted." (Board's Report on Post-War Educational Development).

8. In the light of experience it cannot, but be considered unfortunate that the administration of education, particularly in the lower stages, should have been handed over to local bodies which for various reasons, have proved unable to shoulder the responsibility. The question of administration of Primary Education by Local Bodies has already been considered by the Board on several occasions. In 1937 the Board's Committee on Vernacular Education, presided over by Mr. B. G. Kher, then Premier of Bombay, reported that in regard to education under local bodies, there was "sufficient evidence that generally the administration is lax in many ways." "We are aware", the Committee proceeded to remark, "that the policy of the Government of India is 'to train the people in the management of their own local affairs and that political education of this sort must in the main take precedence of considerations of departmental efficiency', but there must be limits to the extent to which education can be allowed to form the training ground of our administrators. . . . we have little evidence to show that local bodies generally are developing a higher sense of civic responsibility in educational administration."

Provincial reports for years past have presented a very gloomy picture of education under local bodies, and the Board at their Eighth Meeting in 1943 were constrained to recommend that, wherever possible, Provincial Governments "should assume full responsibility for the administration of primary education." All the evidence which has been available to the Committee supports this conclusion, and bearing in mind particularly the fact that the enlarged provision contemplated for even the Junior Basic (Primary) stage of education will be wholly beyond the means of local bodies, the Committee have no doubt whatever that it will be essential for Provincial Governments to assume full administrative and financial responsibility for all stages of school education. That even the Provincial Government may find it beyond its means to meet the cost involved and may require assistance from the Central Government does not in any case invalidate the conclusion set out above.

9. The above recommendation of the Committee is based solely on considerations of efficiency and on the need to ensure that the vast sum of money involved will be spent to the best advantage. At the same time they recognise the desirability of enlisting public interest as widely as possible in the educational system. With this end in view, the ultimate object

should be to entrust functions in connection with educational administration to local bodies and suitable local individuals to the utmost extent that may be practicable. This can be achieved in several ways.

While Provincial reports leave no doubt as to the generally unsatisfactory level of educational administration by local bodies, there are nevertheless some whose administration is less open to criticism. Such local bodies therefore as are considered efficient in this respect may well be authorised by the Provincial Governments concerned to continue their educational functions under such conditions as the latter may prescribe, as long as those functions are efficiently discharged to the satisfaction of the Provincial Government.

Similarly, the resumption of all powers by Government in any area in regard to educational administration need not mean that the local body or bodies of the area will be divested of those powers permanently. It is hoped that as education spreads more widely and opportunities for training in responsible self-government increase, there will come a further realisation among the public at large of the importance of an educational administration which is both efficient and unaffected by any personal or political considerations. As and when this hope is fulfilled, Provincial Governments will no doubt be ready to delegate progressively some of their educational functions to existing local bodies or *ad hoc* bodies when it may be considered more desirable to establish these.

10. Elected public bodies cannot be expected under existing circumstances to contain any substantial proportion of members with real knowledge of and interest in education. Other means should therefore be adopted to enlist the services of such persons where they exist. It is suggested that each Provincial Government should establish for this purpose a central body with advisory functions. This body would be in constant contact with the Provincial Government and would represent to the latter the enlightened public opinion in regard to educational matters. In addition to this Provincial Advisory Board of Education, there should also be Regional Advisory Boards, which will be likely to possess a more intimate knowledge of local needs and conditions, and will therefore be better able to deal with matters which require a more detailed consideration. It may be convenient that the regions of these latter bodies and the areas of divisional inspectors of schools should be co-terminous.

It would not perhaps serve any useful purpose at this stage to attempt to prescribe the composition or define the functions of these Boards beyond saying that their members should at any rate in the early stages, all be nominated by the Provincial Government and that their purely advisory functions should be concerned with all education upto the High School stage and also with Adult Education and Youth Service. The details of their constitution, powers and functions will be determined from time to time by the Provincial Government concerned, in accordance with local needs and in the light of experience. It is, however, hoped that when these Boards have been sufficiently well established it will be possible to broaden their functions and powers as they make progress.

11. In addition to these Advisory Boards, it would be well to associate educated and influential local individuals with educational administration as managers of a school or group of schools according to local needs

and circumstances. These managers or managing bodies should be appointed by the Provincial Government and should be responsible to it either through the local educational officer or through the Regional Board if so determined. Subject, however, to the ultimate full control of the Provincial Government they should be entrusted with as wide administrative powers as may be feasible (though the Committee would not include among these powers anything to do with the appointment of teachers) and encouraged to exercise those powers with a full sense of responsibility and independence.

12. In most if not all Provinces, there will no doubt be a large number of voluntary educational organisations and their relation to the administrative system will need consideration. Private enterprise can play a very valuable part in the educational field, and it is desirable therefore to give voluntary organisations the fullest encouragement, both financially and otherwise. On the one hand, they should be given financial assistance in conducting their own educational institutions, provided always that those institutions offer facilities of a standard not lower than that of comparable State institutions. On the other hand, they should be given an opportunity of assisting the State with their knowledge and experience. It is therefore suggested that, in addition to any other steps that a Provincial Government may consider desirable in this connection, the voluntary educational organisations should be given adequate representation on the proposed Provincial and Regional Advisory Boards.

13. A co-operation problem of a different kind which is likely to arise is how to secure proper co-ordination between the lower stages of education and the University stage. At the moment instruction in high schools is to large degree subordinated to the requirements of the University courses but the problem will assume much greater importance when the lower stages of education generally and high school education in particular are planned on a wider basis and the interests of those pupils who will not proceed to a University are provided for. To preserve the requisite contact with Universities it is suggested that the Provincial Advisory Board of Education should be given representation on the principal executive and academic bodies of the University or Universities of their respective areas. It should be sufficient if the Board is allowed to nominate to each body two representatives, including the Director of Public Instruction of the Province. In some cases the Director of Public Instruction is already an ex-officio member of such bodies.

14. The subject of Technical Education, including questions of organisation and administration has already been dealt with fully in the Board's Report on Post-War Educational Development and in the Report of the Technical Education Committee (1943). It is unnecessary to deal with those matters again here : but the Committee envisage the need for regional committees or councils, in addition to the All-India Council of Technical Education. The territorial jurisdiction of these councils or committees should be determined by economic considerations rather than by existing administrative boundaries.

15. The Board's proposals for universal compulsory education if they are to be administered effectively require a new branch of the educational service, namely that of School Attendance Officers. An efficient service

of School Attendance Officers is indispensable to the satisfactory working of a system of compulsory education.

At first the role of School Attendance Officers will be an unpopular one, but it is to be hoped that gradually the function of these officers will come to be less one of bringing pressure to bear on parents and prosecuting them and more one of acting as 'guides, philosophers and friends' to children and their parents. It is therefore necessary in the larger interests of education both that these officers should be very carefully selected for their tact and personality and that they should be kept separate from the inspectorate and other branches of the educational service.

It is suggested that there should be a Chief School Attendance Officer for each Province and under him Regional School Attendance Officers, District School Attendance Officers and Schools Attendance Officers. The last mentioned should be of the status of Senior Basic (Middle) School teachers and should be paid at roughly the same rate. They will not be required to undergo the usual teacher training course but will be given a special training suited to their work.

16. Any organisation for enforcing attendance at school must aim at securing the co-operation of parents by persuasion and propaganda and should always regard legal compulsion as a last resort. It is therefore desirable to associate the parents in some way with the School Attendance organisation. It is suggested that wherever a Provincial Government is able to find suitable persons it should appoint School Attendance Committees consisting of members of local bodies or other influential local persons. Whenever a School Attendance Officer finds it necessary to take a parent to the court of law he should first submit the case to the local Committee where one has been set up, and a prosecution should be launched only after the Committee is satisfied that other means have failed.

17. It has been the general experience particularly in this country that magistrates are often inclined to treat School Attendance cases somewhat lightly. This may perhaps be due to the fact that compulsory education is still a more or less rare phenomenon in India and there has not so far grown up an enlightened public opinion on the subject. With the introduction of universal compulsory education throughout the country, the whole community including the Magistrate will no doubt recognize the importance of seeing that it is properly enforced. A common complaint at present is the great delay which often occurs in the hearing of cases. It is most essential that this kind of case should be speedily disposed of; and the Committee suggest that special court days might be assigned for the purpose and that a rota of Magistrates should always be available for dealing with them.

18. Above all the success of the School Attendance organisation will depend upon the possession by the School Attendance Officers of the right personality. The difficulty of obtaining so many persons of the right kind, particularly in the initial stages, is not overlooked. It will be still more difficult to recruit the right type of women in the numbers required; and on account of the *purdah*, the need for suitable Lady School Attendance Officers needs special emphasis.

19. The Committee wish to call attention at this stage to an obvious truth which nonetheless needs to be reiterated and emphasised. Whatever administrative arrangements may be made they shall fail in their object unless there are capable men to give effect to them. The most skilfully devised machine must break down sooner or later if it is unskilfully driven and this applies to the educational machine not less than to others. "Since it is not uncommon", observed the Board's Committee on Recruitment of Education Officer (1942), "in India or other countries to come across people who think there is something about Education which makes it unnecessary to pay its servants properly, the Committee think it desirable to record what might otherwise appear a truism, viz., that if Education is to attract as good servants as other Services it must offer comparable rewards." If, therefore, there are to be any substantial developments in the educational field the first pre-requisite will be not only to strengthen very considerably the administrative staffs of the Central and Provincial Education Departments numerically but also radically to revise current ideas in regard to the salaries which should be offered to the persons whose function it will be to give concrete shape and impetus to far reaching schemes of development.

20. The Committee on Recruitment of Education Officers has indicated the scales of salary which may normally be considered reasonable. It is, however, necessary to emphasise another important point. Not only should those in the educational service be paid reasonably well, but it is even more important that they should be treated, in regard to salary and otherwise as well as those in other services. An inferior scale of pay will mean an inferior personnel for the educational service, and a lower status will make it extremely difficult for that personnel to discharge its duties properly. "In Government Service, as in other walks of life", observed the Committee on Recruitment of Education Officers, "pay and prestige tend to be closely related and the Committee are in agreement with the Bengal Government that it will always be difficult for the Education Officer to hold his own with Officers of other services and particularly with district officers so long as they have reason to regard him as of inferior status.".....

21. Another point to which the Committee wish to call attention in this connection, is the fact that the Secretary to Government in the Education Department is in every Province, except the Punjab, a member of the Indian or Provincial Civil Service. This matter has already been considered by the Board and the Committee are in entire agreement with the views of the former as expressed in their Report on Post-War Educational Development in India. "The Director of Public Instruction", observed the Board, "should be responsible to Government for the general administration of education (other than University and higher Technical education) throughout the Province. For this purpose he should be Secretary for Education, if such a post is really necessary, as well as Director of Public Instruction*. There can be no possible justification for interposing an officer without an expert knowledge of educa-

*NOTE :—The Minister of Education, Bengal (the Hon'ble Mr. Tamizuddin Khan) desired it to be noted that he did not wish to express any opinion on this point.

tion between the Director of Public Instruction and the Minister or Board to whom he should be directly responsible." The Committee record the opinion, though they feel it should hardly be necessary to do so that the Director of Public Instruction himself should always be a person who combines high academic qualifications and considerable teaching experience with a wide knowledge of educational administration.

22. The Committee have attempted in the foregoing paragraphs to indicate certain administrative rearrangements and readjustments which will be necessary if the Board's proposals for educational development are to be given effect to. Some of the Committee's recommendations, it should be mentioned, are equally valid and urgent with reference to the existing system. But, whatever the administrative arrangements, a large scheme of development such as that contemplated requires for its success a large measure of good will and a spirit of co-operation. It will demand an attitude of give and take and a sense of community of interest between one Provincial Government and another and between Provincial Governments and the Central Government.

It appears probable that no Provincial Government will be able to meet the total expenditure on those stages of education for which it will assume responsibility, and that the Central Government will therefore have to give financial assistance to Provinces on an adequate scale. In that event it will be open to the Central Government to attach any condition to the grant which they would make from the central revenues, including, if necessary, that expenditure met from such grants should be audited on their behalf as well as on behalf of the Provincial Government, though in a single audit. In addition to this, in order to ensure satisfactory co-operation it is suggested that a committee appointed by the Central Advisory Board of Education should visit each Province in receipt of financial aid from the Central Government, once in five years or oftener, if the Provincial Government so requests or if it is otherwise necessary. The object of the visit will be to ascertain the progress which particular schemes of development are making and also to discuss with the Provincial Government any problems that may have arisen in connection with the carrying out of those schemes.

23. The Committee are reluctant to make definite recommendations as to the manner in which the Provinces should co-operate *inter se*, particularly as the same arrangements may not be equally feasible for all Provinces. They nevertheless, trust that it will be possible for Provinces to devise suitable measures which will ensure fullest co-ordination and co-operation between themselves. The Committee particularly hope that inter-Provincial barriers for instance in regard to admission to Teachers' Training Colleges and other educational institutions, will progressively be broken down in the interest of co-operation.

24. The following is a summary of the Committee's main conclusions and recommendations :—

(1) Provincial Governments should assume full administrative and financial responsibility for all school education.

(2) Powers resumed by Provincial Governments may be redelegated by them either at once or at an early date to those local bodies whose efficiency can be depended upon or to *ad hoc* bodies that may be set up for this purpose.

(3) In order to enlist public interest in educational administration, each Provincial Government should appoint—

(i) A Provincial Advisory Board of Education, which should take cognisance of the whole field of Provincial education.

(ii) Regional Advisory Boards of Education.

These Boards will be concerned with Adult Education and Youth Service also, in addition to all education upto the High School stage.

(iii) Managers or Managing bodies for individual schools or groups of schools, exercising such powers as may be prescribed, as and when suitable local persons are available.

(4) In order to link up voluntary institutions with the general systems, voluntary educational organisations should be adequately represented on Provincial and Regional Advisory Boards.

(5) In order to secure co-ordination between the lower stages of education and education in the University stage, Provincial Advisory Boards should be represented on the principal executive and academic bodies of the University concerned by the Director of Public Instruction and one other member.

(6) The All-India Council of Technical Education should have regional committees which may cover the areas of one or more provinces.

(7) There should be an efficient organisation of School Attendance Officers in each Province. The need for Women School Attendance Officers requires special consideration.

(8) When and where possible, School Attendance Committees consisting of members of Local Boards or other influential local persons should be set up to decide locally what cases should be sent for prosecution.

(9) It is essential that school attendance cases should be disposed of as speedily as possible and steps should be taken, if necessary, to assign special court day for them, with a rota of Magistrates who will be available to sit.

(10) No substantial developments in the educational field are possible without a very considerable strengthening of the administrative staff of Education Departments, both qualitatively and quantitatively. It is also necessary that the salary and status of educational officers should not be appreciably lower than those of comparable Government servants in other services.

(11) In the event of the Central Government giving a grant to a Provincial Government for an approved scheme of development, the former may require as one of the conditions to be attached to the grant that Provincial accounts should be audited on behalf of the Central Government as well as the Provincial Government though in

a single audit. In addition to this, in order to ensure satisfactory co-operation it is suggested that a Committee of the Central Advisory Board of Education should visit a Province once in five years, or oftener if necessary, to discuss the progress of development schemes and other matters of common interest.

(12) Suitable means should be devised to ensure the fullest co-ordination and co-operation between Provinces, and inter-Provincial barriers, e.g., in regard to admission to Teachers' Training Colleges and other educational institutions should not be allowed to impede the working of the Educational system in any province.

ANNEXURE I.

AGENDA.

To consider what arrangements or readjustments are necessary in order to improve the machinery of educational administration and hereby to facilitate the introduction of a comprehensive system of public instruction on the lines contemplated by the Central Advisory Board of Education with particular reference to the following matters :

1. Arrangements for the administration and control of different stages and types of education such as Basic (Primary and Middle) Schools, Junior Technical Schools, High Schools (Academic and Technical), including Art Commercial and Agricultural), Universities Senior Technical Institutions and Adults Schools.

2. The extent to which it may be desirable and practicable to provide for popular representation on educational bodies and to recognise and encourage the activities of voluntary organisations.

3. The need for strengthening the administrative staffs of Education Departments, including the question of status of educational officers *vis a vis* other Government servants.

4. The administrative arrangements necessary for ensuring compulsory attendance

5. The best way of securing essential co-operation in regard to post-war development between individual Provinces and between Provinces and the Centre.

ANNEXURE II.

A SUMMARY OF THE PRESENT POSITION AND THE SUGGESTIONS MADE BY THE DIRECTORS OF PUBLIC INSTRUCTION AND SUPERINTENDENTS OF EDUCATION.

A.—Provinces.

Assam.—Primary education is subject to "Dual Control". It is partly in the hands of Government and partly under the Local Bodies and Mission Agencies. To remove this evil the Government of Assam have set up a Committee to advise about the spread of primary education with a view to the liquidation of illiteracy, including the question of taking over control from the Local Bodies and others.

As to Secondary Education, the 'Middle' stage is mainly a responsibility of the Provincial Government while the High School stage is controlled by the Calcutta University in many respects.

Bengal.—By the Primary Education Acts of 1919 and 1930 Primary Education was made a responsibility of (a) Municipalities and (b) District School Boards and District Boards. Government exercises no direct material control over Primary Education. It seems very improbable that the Legislature would at the moment agree to the changes which are necessary for implementing the Report on Post-War Educational Development. This would involve

(a) drastic changes in the Primary Education Act with far greater authority resting with the Provincial Government than at present, and

(b) a completely new type of Secondary Education Bill which will ensure that Government can implement the general education policy.

The bringing into operation of a plan like that proposed in the Advisory Committee's Report will be of the greatest difficulty as far as Bengal is concerned.

Bihar.—(i) *Primary Education.*—Under the Local Self Government Act District Boards have been made responsible for the maintenance and management of primary and middle schools and they have been vested with powers to control their employees and also to a certain extent the subordinate inspecting staff who are the employees of Government. This dual control leads to apathy and inefficiency amongst the subordinate inspecting staff. Primary Education should be state controlled.

The rules in the Education Code have no sanction other than refusal or withdrawal of Government grants or of recognition of the schools.

The best arrangement would be to constitute a Provincial Board for Primary Education presided over by the Education Minister or Adviser and representative of all interests. There should also be district and sub-divisional *ad hoc* committees to whom powers will be delegated by the Provincial Board. The cost of Primary Education should be met from provincial revenues with contributions from local Educational cesses. The question of better organisation of the control of Primary Education is under the consideration of the Provincial Government.

(ii) *Secondary Education.*—Secondary (High School) Education is under the dual control of Government and the University of Patna. Government discharge their responsibility mainly through the Board of Secondary Education which is a non-statutory body. But in important matters the decision of the Board are subject to the concurrence of the University. Secondary Education should be controlled by the Government while the University should be free to hold its own Entrance Examination and to grant such exemptions as it may like to candidates passing the School Leaving Examination of the Secondary Education Board.

(iii) *Technical Education.*—This is under the control of the Industries Department except at the University stage where the academic control is by the University and the administrative control by Government. Technical Education at the secondary stage should be under the control of the Secondary Education Board which may have to work through a committee on which industrial interests should be adequately represented. The Provincial Government have in the past decided that Technical Education should be under the Industries Department, the necessary coordination between Education and Industries being obtained by the fact that both these subjects are dealt with in the same Department of the Secretariat, viz., the Education and Development Department.

Bombay.—*Primary Education.*—The majority of primary schools are maintained by Local Authorities. Of the total of 20,000 primary schools, 12,000 are Local Authority Schools and 8,000 private schools receiving grants-in-aid from the Local Authority or from Government direct.

Under the Primary Education Act of 1923 the administration and control of Primary Education, including inspection of schools was transferred to Local Authorities who functioned in this connection, mainly through School Board. The Act was amended in 1938 and the inspecting staff was taken over by the Education Department from the Local Authorities. The School Boards, however still retain the power of determining the general policy and the budget and are thus in a position to interfere with the duties and powers of the Administrative Officer.

In the opinion of the Director of Public Instruction, Bombay, if Primary Education is to be made compulsory, it will be necessary to take over complete control of Primary Education from Local Boards by Government as the major portion of the expenditure will have to be met from taxes, Provincial or Central.

Secondary Education.—Out of the 900 Secondary Schools, 25 are maintained by Government, 200 by Local Boards and the rest by private bodies with aid from Government. The only control exercised by Government is through the Grants-in-aid Code. Most of the schools are over crowded and ill-equipped and the conditions of service of teachers are far from satisfactory. Raising of the salaries of teachers and generous increase in grants alone can improve the condition of these schools.

Technical Education.—There is a Board of Technical and Industrial Training which looks after all Trade (Junior Technical) Schools). All Primary and Secondary Schools with a vocational bias are under the control of the Education Department.

C. P. & Berar.—The present position is as follows :—

(i) *Primary Education.*—The responsibility for provision of primary education rests on Local Bodies and private societies. Government pays grants-in-aid, employs an inspectorate to see that the prescribed standard of efficiency is maintained. It also maintains some primary schools the great majority of which are girl schools. The question of assuming full responsibility by Government has been postponed for consideration after the restoration of the normal constitution.

(ii) *Pre-Primary Education.*—This is left to private enterprise.

(iii) *Secondary Education.*—Development and establishment of Secondary Schools are left to private enterprise, Government providing model High and Middle Schools at selected places and giving grants-in-aid to selected Private and Municipal schools. Government also employ an inspectorate to see that the prescribed standards are maintained. The High School Education Board exercises control over courses of studies and examinations.

(iv) *Technical Commercial and Art Education.*—Handicraft schools are controlled by the Department of Industries. An Engineering College affiliated to the University is maintained by the Education Department. The Education Department also provides a number of stipends for the study of Engineering and Art outside the Province.

(v) *Adult Education.*—Schemes for the establishment of adult schools by Local Bodies with the aid of Government grants have been in force, but local enthusiasm has waned. Some libraries are maintained by Local Bodies with the aid of Government grants.

N. W. F. P.—(i) *Primary Education.*—The agencies mainly concerned with primary education are—

The Local Bodies, private aided bodies like the Christian Missions and the Isamia, Khalsa and Hindu School Managing Committees, Government administration in agencies and tribal areas and some States.

No difficulty is experienced by the Education Department in exercising the requisite amount of control on primary schools, except those under Local Bodies. For the reason that the Local Bodies are given excessive executive powers with regard to appointment, transfer, dismissal etc., of school masters serving in their schools. This is particularly anomalous in view of the fact that Government meet 9/10ths of the Expenditure on primary schools and almost the entire expenditure on secondary schools incurred by District Boards. The powers given to them have not been exercised judiciously by the Local Bodies.

Primary education if it is to function efficiently should be taken over entirely by Government and the Municipalities and District Boards should make fixed contributions amounting to 15 to 20 per cent. of their gross revenues.

(ii) *Secondary Education.*—The remarks in the above paragraph hold good in respect of secondary education under Local Bodies. The entire control should be in the hands of the Provincial Government who should meet the entire expenditure except in the case of denominational and state institutions where the present system of grants-in-aid should continue. A suggestion to this effect has been made by the Director of Public Instruction and is being considered by the Local Government.

Punjab.—(i) *Vernacular Education.*—Vernacular Education, both primary and secondary, mostly rests with the various Local Bodies, in the province. There are practically no vernacular schools directly managed by Government. Private effort too is negligible and the few schools that exist will disappear when Government schemes for compulsory education are enforced.

Instances are not wanting to show how political, social and religious prejudices of the members of Local Bodies have influenced the administrative affairs of the schools to the detriment of educational advance. There are some bodies who have delegated some administrative powers to the officers of the Education Department but this delegation has been hedged round by provisos, which have resulted in complications. Financially the Local Bodies have reached the limit of their resources and if any advance is to be made, vernacular education must be financed on a provincial basis.

The Punjab Government being an elected democratic Government the taking over of control of primary education by Government cannot politically be regarded as a retrograde step. Or at least the delegation of adequate administrative powers by Local Bodies to educational authorities should be made compulsory and effective. This will call for amendments to the District Board and Municipal Committee Acts as well as the Punjab Education Code.

In order to keep local interest in education alive, the District Board and Municipal Committee Acts might be modified so as to enable each Local Body to organise an education committee with only advisory functions and duties. The committees may act as a kind of liaison between the Boards and the education department without interfering with administrative affairs.

(ii) *Relation of District Educational Officers to the Civil Authorities.*—The District Educational Officers should be sufficiently free and independent to carry out the educational policy of the Department without any direct interference from the heads of the civil administration of the districts or any other similar authority.

(iii) *Enforcement of compulsion.*—This requires the speedy and effective disposal of cases under the Compulsory Primary Education Act. Either the *D.E.Os.

should be given magisterial powers for a summary trial after they have passed the prescribed law examination or there should be separate magistrates for this work. Their work might be reviewed annually by the District Magistrates in consultation with the Director of Public Instruction.

(iv) *High School Education*.—The management of High Schools is at present divided among (a) Government, i.e., the Punjab Education Department, (b) Local bodies, and (c) Private organisations. The administrative position of High Schools under Local Bodies and private managements is not above criticism. Government have tried in recent years to safeguard the interests of the teachers in these schools by enforcing service rules for their benefit.

The objective of a good high school system being to secure the best talent for national service, it is desirable that High Schools should be run by the state. Government will have to subsidise non-Government schools also very generously in order to maintain a minimum standard of efficiency.

To meet the needs of children who fail in the selective test for High School education but whose parents may desire them to have such education, separate provision will be necessary on a no cost basis to Government.

Sind.—1. *Compulsory Education*.—There is scheme under consideration to introduce free and compulsory education for boys between the ages of 6 and 10 within a period of 10 years by applying compulsion to 6 talukas every year.

2. Educational control has been resumed from all Local Boards except the Karachi Municipal School Board. An additional post of District Educational Inspector for Muslim Education has been created, bringing the total number to four, each being in charge of two districts.

3. The Director of Public Instruction should have the same rank as officers of the all-India services and in a small province like Sind, he should also be Secretary to Government.

4. Changes in pay and designation of the educational services together with other administrative changes will be needed when the introduction of the post-war scheme is taken-up. Local circumstances will have to be kept in mind when doing so.

B.—Local Administrations.

Ajmer-Merwara.—*Present position* :—

Primary Education.—Primary Education is mainly managed directly by the Government. The few private agencies in the field may disappear on account of the stoppage of the grant-in-aid hitherto paid by the District Board. All rural Primary Schools are mainly managed by Government. The contribution of the District Board is negligible. They meet a part of the contingent expenditure and the pay of 31 teachers borne on their cadre. The Municipal Committees of Ajmer and Beawar maintain certain Primary Schools and Primary and Secondary Schools respectively. The Nasirabad Cantonment Board give some aid to privately managed schools.

Secondary Education.—Secondary Schools are maintained by Government as well as private agencies. A few are managed by the Beawar and Kekri Municipal Committees, with Government aid.

Suggestions :—

(1) Government should take over all Primary Schools managed by the Municipal Committees at Ajmer, Beawar and Kekri.

(2) Government should ask these Committees to transfer their present expenditure on education to Government in the shape of their contribution towards education in the areas under their jurisdiction,

(3) The Inspecting and Ministerial staff of the Education Department need strengthening.

(4) Attendance Officers should be appointed to ensure compulsory primary education.

Bangalore.—(i) *Primary Education.*—Compulsion has not been introduced and there has been no need of it, as most parents readily send their children to school.

Of the 69 primary schools in the Civil and Military Station, Bangalore, 39 are Municipal Schools and 29 are aided. With effect from 1944-45 all municipal schools have been put in the charge of the Deputy Inspector of Schools and are under the general supervision of the Inspector. Thus the recommendation in paragraph 7 of Chapter XII of the Report on Post-War Educational Development has been given effect to.

(ii) *Secondary Education.*—The educational needs of the C. & M. Station are being met very fully so far as secondary education is concerned.

Coorg.—At present the province spends Rs. 3,05,581, on education, both primary and secondary. Of this Rs. 1,31,850 come from provincial revenues, the rest being contributed by Local Bodies, and private agencies. Primary education has been mainly the concern of the District Board. The Government give a grant of Rs. 25,740 and the Local Bodies meet out of their revenues Rs. 1,73,731. Government should take up the responsibility for primary education. Coorg is a small area and there is hardly room for two organisations in the field. Moreover the finances of the Coorg District Board do not permit of much advance in education.

The Chief Commissioner is the head of Education as he is the head of every other branch. He is advised by the Inspector of Schools of the Bangalore Cantonment area. Immediately under the Chief Commissioner is the District Educational Officer on a scale of Rs. 225-10-325-25|2-350. He is also education member for the Coorg Legislative Council. Under him there is an Assistant Educational Officer on a scale of Rs. 75-5|2-100.

The present administrative machinery needs change. In the first place the District Educational Officer does not enjoy the same status and grade as the officers of similar position in other departments.

Similarly the scales of pay of the establishment of the *D.E.O. need to be raised. The *D. E. O. should be designated Director of Public Instruction and made the adviser to the Chief Commissioner. More posts for inspection should be created.

Delhi.—*Primary Education—Present position.*—Primary education is mainly the concern of the Local Bodies, viz., the Delhi District Board, the Delhi and New Delhi Municipal Committees and the Notified Area Committee, Civil Station, Delhi. A number of primary schools and primary departments of secondary schools also receive grants-in-aid from the Local Bodies on the recommendation of the Education Department.

The Superintendent of Education is an *ex-officio* member of the Delhi and New Delhi Municipal Committees. The District Inspector of Schools is an *ex-officio* member of the Delhi District Board and Chairman of the Education Sub-Committee. Certain powers formerly exercised by the Chairman of the District Board have been delegated by the Board to the District Inspector of Schools, the Superintendent of Education and the Assistant Superintendent of Female Education.

*District Educational Officer.

The Education Department acts in an advisory capacity in all matters relating to education.

The District Inspector of Schools, on behalf of the Superintendent of Education, acts as the educational adviser to the Notified Area Committee, Delhi.

The Government inspecting staff inspect all the primary schools.

The local bodies fully co-operate with the Government Inspectors in furthering the cause of education. There has been no clash between them as is usual elsewhere.

Secondary Education.—The Education Department recognises schools up to the Middle stage. Vernacular Middle education is administered by the Education Department of Delhi whereas the Vernacular Middle Examination is conducted by the Punjab Education Department. In view of the small number of students from Delhi taking the examination, a separate examining body for the Delhi Province has not been constituted.

Secondary schools are managed variously by Government, Local Bodies and private agencies.

The High School portion of secondary schools is recognised by the Board of Higher Secondary Education, Delhi.

In addition to being inspected by the Education Department the Higher Secondary and High Schools are inspected triennially by a Special Inspecting Committee of the Board.

Suggestions.—(1) Government should take over full control of Primary Education from Local Bodies.

(2) The Inspecting and Ministerial staff of the Superintendent of Education will have to be strengthened.

(3) Attendance Officers should be appointed to ensure compulsory education. The Superintendent of Education should have magisterial powers to punish offenders.

C. INDIAN STATES.

Baroda.—*Primary Education.*—No change in the administrative system is necessary since primary education is already state controlled. The present compulsory age which is 7 to 12 will have to be extended to 6 to 14, involving an increase in the number of schools, inspecting staff, etc.

Secondary Education.—This is imparted partly by Government and partly by private and public enterprise. Government's policy is to give liberal grants in order to encourage private enterprise. There are only 48 Government schools, out of a total number of 156.

Administration.—All forms of education are directly administered by the Education Department. The Colleges and High Schools, however, which are affiliated to the Bombay University are, in academic matters, subject to the rules and regulations of that University.

Although the State Government have not thought it proper to delegate any educational administrative powers to Local Bodies, there is a statutory provision of various advisory committees like the Taluka and District Education Committees consisting of non-official members nominated by Government to enlist public co-operation in the field of education. The District Committees alone have certain executive powers.

Several of the recommendations of the Board in this connection have already been implemented by the State Education Department. For those that are not yet in force, necessary adjustments will be made.

Hyderabad.—Primary Education.—Primary education is free but not compulsory. It is entirely under the control of the State and recurring expenditure is met from State Revenues. Non-recurring expenditure on buildings, repairs, furniture, etc., of schools in rural areas is met by the Local Fund Department. There are also some schools which are aided from State Revenues.

Secondary Education.—Bifurcation for Secondary Schools for general education and Industrial Schools begins at the end of the primary course. The academic Secondary Schools cover two stages of three years each—the Middle stage and the High School stage.

There are also Vocational and Technical Schools. The Board of Secondary Education controls the schools for general education while an Advisory Council advises on technical and vocational education. All schools, technical as well as academic, are under the control of the Director of Public Instruction.

Kashmir.—In Kashmir the control and supervision of both primary and secondary education rest entirely with the State Government. The position is, thus, in line with the recommendations of the Central Advisory Board of Education.

Mysore.—(i) *Primary Education.*—The Government resumed the control and administration of primary education from Local Bodies in 1941. Simultaneously with the resumption a Central Education Board for Elementary Education was set up to which each District Education Committee is entitled to elect one member. The latter have been constituted in order to retain local interest in Education. They function in an advisory capacity. The function of the Board is to consider the reports submitted by the District Education Committees and to advise upon all such matters as may be referred to it by the Education Department. The Director of Public Instruction has been appointed by Government as the President of the Board and the Deputy Director of Elementary Education as its Secretary.

79.5 per cent of the primary schools are established and maintained by the State while 20.5 per cent have their own committees of management.

(ii) *Secondary Education.*—Secondary Schools are largely maintained and controlled by the State, but private effort is in greater evidence at this stage and Municipal Councils are encouraged to open High Schools. In view of the need for educational reconstruction after the war a Board of Education similar to the Central Advisory Board of Education in India and functioning on identical lines has been set up by the Government with the Minister for Education as Chairman and including representatives of all educational interests in the State.

Many of the recommendations of the Central Advisory Board of Education in this connection have been anticipated in the State. The whole system of Education is State maintained and State controlled at all stages. Private effort is stimulated in pre-university stages.

The question of the improvement of the status and emoluments of educational officers is also under consideration.

Industrial Schools in the State are under the control of the Director of Industries and Commerce.

Travancore.—Secondary and Primary Schools are mostly managed by non-official agencies, the Government maintaining and directly administering only about one-fourth of the total number. The others receive grants according to the rules laid down by Government. Primary education covering a period of 4 years is free to all. There are no Local Bodies, properly so called, engaged in managing schools. The few that were tried were not successful and there is only one such school at present. Experiments were tried to create local interest in Education by appointing school boards but this did not work satisfactorily. Some

changes in this direction will be necessary in the future either in the form of an Advisory Board with Standing Committees to represent various branches of education, or separate boards for each of the important branches of education under the new scheme.

The final decision on all questions of policy and administration rests with Government. Control over educational organisations and institutions vested in the Director of Public Instruction is regulated by the Education Code. The Director of Public Instruction is not Secretary to Government (Education) as it is considered advantageous that matters affecting public interests intimately should be scrutinised from the standpoint of the general administration.

For inspection purposes the State is divided into four main Educational Divisions, with a Divisional Inspector at the head of each Division. Each Division has eight Districts, each District being under an Assistant Inspecting Officer. This *A.I.O. has control over all primary schools within his or her jurisdiction. He also inspects middle schools imparting instruction mainly in the mother tongue. Reading rooms and libraries which are the main agencies for adult education are also under the control of the Assistant Inspecting Officers. Such libraries are either maintained or assisted by Government.

Apart from ordinary schools with a vocational bias, technical schools are administered by the appropriate departments concerned, i.e., Agricultural Schools by the Director of Agriculture and Industrial Schools by the Director of Industries. Fishery Schools which are merely primary schools for the fisherfolk, are under the Education Department. Higher Technical Education is under the control of the University. There is much to be said for bringing all educational programmes of the pre-University grade under the Education Department. A special officer for the promotion of vocational and welfare work in schools has been attached to the Director of Public Instruction.

It is necessary for the State to secure representation for the Director of Public Instruction on All-India Educational Committees to enable the State to keep pace with the progress achieved outside.

The inspecting staff for separate girls' schools needs to be strengthened so that more frequent inspections may be made possible. For the same reason, the number of Divisional Inspectors needs to be increased.

On matters concerning school medical inspection the Director of Public Instruction, the Director of Public Health and the Surgeon-General take counsel and jointly advise the Government.

An Inspector¹ of Muslim Education inspects the teaching of Arabic in schools and carries on propaganda for the extension of education among Muslims. The functions of the Protector of Backward Communities are largely educational combined with rural uplift work.

*Assistant Inspecting Officer.

Report of the Agricultural Education Committee of the Central Advisory Board of Education, 1944 as amended and adopted by the Board at their annual meeting in January 1945:

PREFACE.

The Board considered the report of the Agricultural Education Committee and adopted the same with certain amendments. The Board directed that the report as approved should be communicated to the authorities concerned for necessary action.

At their tenth meeting held at Baroda in January 1944, the Central Advisory Board of Education considered the report of the Committee appointed by them to explore the mode of developing the facilities for technical education (including art and commercial education) in the country as a whole. In view of the great importance for this country of Agricultural Education, the Committee had left it out of their deliberations and had recommended the appointment of a special Committee to consider the problem in all its aspects. The Board therefore appointed the following Committee to examine and report on the problem of Agricultural Education :—

W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., D.P.I., Punjab.

The Hon'ble Pir Illahi Baksh Nawazali, Minister for Education, Sind.

Rao Bahadur Sir V. T. Krishnamachari, K.C.I.E.

Gaganvihari L. Mehta, Esq., M.A. (Ex-President, Federation of Indian Chambers of Commerce).

S. N. Meos, Esq., C.I.E., M.A., I.E.S., D.P.I., Bombay.

John Sargent, Esq., C.I.E., M.A., Educational Adviser to the Government of India.

Sardar Bahadur Sardar Ujjal Singh, M.A., M.L.A. (Punjab).

The Chairman was authorised, to nominate a suitable number of agricultural experts to serve on the Committee.

2. In accordance with the power conferred by the Board, the Chairman of the Board invited the following additional members to serve :—

1. L. K. Elmhirst, Esq., Special Adviser, Agricultural Department, Government of Bengal.

2. Dr. Sam Higginbottom, Principal Agricultural College, Naini.

3. Sir Pheroze Kharegat, C.I.E., I.C.S., Additional Secretary to the Government of India, Department of Education, Health and Lands.

4. Dr. F. C. Minett, D.Sc., M.R.C.V.S., Director, Imperial Veterinary Research Institute, Mukteswar-Kumaon.

5. Sri Rao Bahadur G. N. Rangaswami Ayyangar, Madras.

3. The Chairman of the Board appointed Rao Bahadur Sir V. T. Krishnamachari as Chairman of the Committee.

4. The Committee met at New Delhi on the 11th and 12th December 1944. The following members were present :—

1. Rao Bahadur Sir V. T. Krishnamachari (Chairman).
2. W. H. F. Armstrong, Esq.
3. Dr. Sam Higginbottom.
4. Sir Pheroze Kharegat.
5. Dr. F. C. Minett.
6. Sri Rao Bahadur G. N. Rangaswami Ayyangar.
7. John Sargent, Esq.

Dr. D. M. Sen, M.A., Ph.D. (London), Secretary, Central Advisory Board of Education, was Secretary of the Committee.

The following members were unable to be present :—

1. L. K. Elmhirst, Esq.
2. The Hon'ble Pir Illahi Baksh Nawazali.
3. Gaganvihari L. Mehta, Esq.
4. S. N. Moos, Esq.
5. Sardar Bahadur Sardar Ujjal Singh.

5. The agenda which the Committee considered is set out in the annexure. The following additional papers were circulated to the members :—

(1) A note on the existing facilities for Agricultural Education in India.

(2) Note by Dr. Sam Higginbottom, Principal, Allahabad Agricultural Institute.

(3) Report of the Committee on Post-War Agricultural Education in England and Wales.

6. The following papers were laid on the table :—

(1) A statement showing the facilities available in India for Agricultural Education (including Education in Animal Husbandry and Dairying).

(2) A statement showing the qualifications required of teachers in Agricultural (including Veterinary and Dairy) institutions in India and their scales of pay.

7. The Technical Education Committee (1943), whose Report has been endorsed by the Board and as a result of whose recommendation this Committee came to be appointed, observed that Agricultural Education, which includes Education in Animal Husbandry and Dairying, "should be regarded as an essential branch of Technical Education and should be closely linked up with the other branches." The Committee see no logical reason to differ from that view, but they are of opinion that in view of the special circumstances of India it will be necessary at any rate for some time to come to maintain the existing system and deal with Agricultural Education separately.

8. It is perhaps unnecessary to define here the nature, scope and function of Agricultural Education since they are essentially the same as those of Technical Education generally. It is therefore suggested that reference should be made to the Report of the Technical Education Committee in which the subject has been adequately discussed. All that need

be done here is to point out that Agricultural Education should not be regarded as a single, uniform type of instruction. It must necessarily vary according to the needs of the different types of persons who will desire it. Broadly speaking, some will require instruction in an agricultural science and others training in scientific agriculture. A proper system of Agricultural Education should therefore aim at providing (a) general education, combined with practical training in agriculture suited to the needs of future farmers, and (b) special education for persons who will advise farmers as administrators or organisers, and (c) more advanced scientific and practical instruction of different standards for those persons whose object it is to be teachers or research workers.

9. The existing facilities in this country for Agricultural Education can at best be described as meagre. There are at present in British India, in addition to (a) the Imperial Agricultural Research Institute, the only institution of its kind, (b) seven Agricultural Colleges, (c) two Arts and Science Colleges which have a Department of Agriculture and (d) 19 Agricultural Schools. On the Animal Husbandry side there are, besides (a) the Imperial Veterinary Research Institute, Mukteswar, the only post-Imperial Veterinary Research Institute, Mukteswar, the only post-graduate institution, (b) five Veterinary Colleges. For education in Dairying there is only the Imperial Dairy Institute, Bangalore, though the Allahabad Agricultural Institute also provides training for the Indian Dairy Diploma. While no stage of Agricultural Education is adequately provided for, one is particularly struck by the niggardly provision for research and by perhaps an even greater neglect of the needs of practical farmers, including cattle farmers and dairymen.

Nor can the existing provision be considered satisfactory in regard to the quality of instruction. With a few notable exceptions, the instruction given in the existing institutions tends to be somewhat too theoretical or, at best, too idealistic and unrelated to the actual condition of the country. It would perhaps not be an unfair comment to say that a graduate in Agriculture who is placed on a farm is likely to find that he must unlearn a great deal before he can utilise properly the useful knowledge of certain fundamental principles which he has acquired. If, therefore, the Agricultural branch of education is to play its proper role in the impending development of the country, it must be improved very considerably and at once.

10. Apart from the needs of private farmers and teachers in agricultural institutions, increased and improved facilities are required to meet the requirements of the development programmes of the Agriculture Departments of the Central and Provincial Governments. It is estimated that during the next 10-15 years the personnel required by Government Departments for the development of Agriculture and Animal Husbandry will be as follows :—

Agriculture :

- 20,000 Field Assistants (Kamdars).
- 10,000 Non-graduate Assistants.
- 1,500 Graduate Assistants.
- 300 Gazetted Officers (Class I and II).

Animal Husbandry :

20,000 Stockmen.

1,000 Inspectors. (Graduates, of the rank of Veterinary Assistant Surgeons).

550 Gazetted Officers (Class I and Class II).

To enable one to consider the full implications of the above programme, so far as institutions of Agricultural Education are concerned, the nature and length of the training required, for the different grades of personnel may also be stated here.

Agriculture :

Field Assistants.—One year's course at a Farm Institute which will be located on a Model Farm.

Non-graduate Assistants.—2 years' course at a special Agricultural School or the normal course at an Agricultural High School.

Graduate Assistants.—4 years' course at an Agricultural College or University.

Gazetted Officers.—A suitable post-graduate course of a least 2-3 years' duration.

Animal Husbandry :

Stockmen and Compounders.—One year's course partly at a Departmental laboratory and partly at a Farm Institute, which is equipped for training in Animal Husbandry.

Inspectors (or Veterinary Assistant Surgeons).—4 years' course at a Veterinary College.

Gazetted officers.—A suitable post-graduate course.

It is obvious that in order to meet these demands it is necessary to bring into existence as early as possible a comprehensive and planned system of Agricultural Education.

11. "Education from the earliest stages", observed the Technical Education Committee, "should aim at making boys and girls familiar with practical as well as academic subjects." From the point of view of agriculture, it may be added that adequate provision should be made in Junior Basic (Primary) Schools for Nature Study and practical gardening of an elementary character. A small garden is in any case a very desirable adjunct to a Junior Basic School. Apart from this, however, it is unnecessary to include Agricultural Education as such in the curriculum of any Junior Basic School.

12. (i) It can be assumed that a very large number of Senior Basic (Middle) Schools will adopt Agriculture as the basic craft which will integrate the entire curriculum. It will be in these schools that a boy or girl will obtain the first introduction to the regular study of Agriculture, and it will be these schools which will produce the bulk of farm hands and the lowest grade personnel of the Government Departments of Agriculture. In view of the practical character of the instruction to be given in these schools it is perhaps unnecessary to mention that they should also encourage their pupils to keep a few animal pets. The schools themselves will no doubt keep some for instructional purposes,

(ii) It is contemplated that there will be two main types of High Schools, (a) academic High Schools, and (b) those of a more practical type, called Technical High Schools. A variation of the latter will be the Agricultural High Schools, which will give the same standard of education as academic High Schools, except that its instruction will be more practical and will have a strong agricultural bias. It is to be expected that Agricultural High Schools will be mostly in rural areas, but there is no reason why such a school should not be located in a small country town or just outside what may technically be an urban area. Indeed, if the town and country are not to form two separate worlds, it is to be hoped that a large number of urban students will go into Agricultural High Schools and that Technical High Schools will contain a fair number of students from rural areas.

(iii) The lowest type of a professional institution for Agricultural Education will be the Farm Institute, which will be located on a Model Farm. It will in fact be rather the instructional side of a Model Farm. The Farm Institute will provide training for Kamdars and Stockmen.

(iv) It is contemplated that the existing type of a special Agricultural School will continue for the present but that it will be possible to do away with it when Agricultural High Schools have developed sufficiently.

(v) Students of Agricultural High Schools, and some perhaps of other High Schools also, will pass on to Agricultural Colleges or Agriculture Departments of Universities if they desire to proceed to higher studies and are fit to do so. These institutions will prepare students for the degree course which will be of at least of 3 years' duration in the case of candidates proceeding from an Agricultural High School and four years' duration in the case of those who join after completing their course in an academic High School. These institutions will also prepare students for post-graduate courses of varying duration.

(vi) The top branch of the educational tree will be central institutes of advanced research, such as the Imperial Agricultural Research Institute and the Imperial Veterinary Research Institute. These institutes will provide facilities for the highest type of instruction and research and will be the principal recruiting ground for the highest class of experts and research workers.

In addition to the regular full-time courses which will be provided in the institutions detailed above adequate facilities should also be provided for those who are already engaged in agriculture in one capacity or another and desire to improve their knowledge, and also for High School leavers and such others as may intend to take up farming and wish to have a short course of practical training. It is, therefore, expected that Agricultural Colleges as well as special Agricultural Schools and Farm Institutes will also arrange short-time extension or refresher courses in particular branches of Agriculture and Animal Husbandry, including Veterinary Science, Dairying, Poultry Farming, Estate Management, etc. The nature, content and duration of the different types will be determined from time to time according to actual needs and in the light of experience.

13. It has been stated above that post-school Agricultural Education, except the most advanced types of research, will be provided in Agricultural Colleges or Agriculture Departments (or Faculties) of Universities. The latter have no doubt several advantages arising from the close association of their students and teachers with those engaged in other studies. It should, however, be emphasised that, notwithstanding such advantages, if these Departments (or Faculties) of Universities are to serve as real alternatives to Agricultural Colleges, it is necessary that they should be adequately equipped and staffed.

14. The value of educational tours generally needs no emphasis. It is perhaps even greater for a practical subject like Agriculture. Indeed where students of Agriculture have once experienced the benefits of an educational tour they have almost always asked for more, even at considerable expense and inconvenience to themselves. It is, therefore, hoped that educational tours will be a regular and important activity of Agricultural Colleges and similar institutions.

15. Another extra-curricular activity, the need for which in agricultural institutions appears to be considerable is the art of public speaking. This is particularly important for those who desire to serve as advisers to farmers. It is not an infrequent experience to find a field worker otherwise knowledgeable and efficient, who is quite unable to express himself clearly and make farmers understand what he is trying to tell them.

16. All school examinations will be conducted by appropriate educational authorities, and there will be no difference in this respect between schools with an agricultural character and other schools. In the post-school stage, however, the question of the examining authority arises, because in addition to Agricultural Departments, attached to Arts and Science Colleges and Agricultural Departments (or Faculties) of Universities, there will also be independent Agricultural Colleges. The Committee are, however, of the opinion that, in order to maintain uniform standards and to secure a wide recognition for the students of Agricultural Colleges, all examinations for the Bachelor's and higher degrees should be conducted by Universities. Diplomas and certificates for short courses as well as for courses of advanced research will, however, be awarded by the institutions concerned.

Where degrees or diplomas are awarded on the basis of an examination, it is suggested that there should be two external examinations in a four-year course—one at the end of the first two years and the other at the end of the course. In the case of a three year course, however, there should be only one external examination at the end of the course. If it is considered necessary or desirable to hold one or more tests at earlier stages they should be conducted internally and should cause as little disturbance as possible to the progress of the course.

17. With the growth of a large and comprehensive system of Agricultural Education it will be still more necessary to ensure that the institutions concerned maintain proper standards of instruction and training. It is therefore suggested that the Imperial Council of Agricultural Research should set up a Council of Agricultural Education (including, as

understood throughout this report, education in Animal Husbandry and Dairying). The functions of this Council will be mainly advisory, but it will be one of its most important duties to keep itself acquainted with the standards of instruction prevailing in the higher agricultural institutions. It should also be able to make its voice heard and thus ensure proper standards if it is given the power to endorse diplomas and certificates issued by higher institutions of agricultural education and also to make recommendations to the appropriate authorities in regard to the standards of agricultural instruction and examinations in Universities.

With regard to the composition of the Council it is obviously desirable that it should consist of persons who are regarded as experts in their own subject and whose word will therefore carry weight. It is also necessary that the Education Department should be represented on the Council so that proper co-ordination may be secured in the administrative field between the lower and higher stages of instruction.

18. The Committee considered the question of the qualifications and scales of salaries of teachers of Agricultural subjects, and they arrived at the following conclusions :—

(1) Teachers of Agriculture in Senior Basic (Middle) Schools should possess qualifications similar to those required for the teachers of other subjects, except that they should have undergone a course of practical training in Agriculture.

(2) Teachers of Agriculture in Special Agricultural Schools and Agricultural High Schools must be at least graduates in Agriculture and should afterwards have received a year's practical training, partly in Agriculture and partly in pedagogy.

(3) University or College teachers must possess at least a Master's degree in the subject which they are to teach. It is desirable that they should also receive some pedagogical training.

With regard to salary, the Committee considered that teachers of agricultural subjects should receive scales of salary similar to those of teachers of other technical subjects.

19. The Committee also considered the question of arrangements which should be made to enable suitable students in poor circumstances to take full advantage of facilities for Agricultural Education. This question has already been considered by the Board in relation to education generally and also specifically in connection with Technical Education. It has been agreed that adequate provision should be made for a system of scholarship and maintenance allowances and also for hostel facilities. On the other hand, it is also generally agreed that the present level of tuition fees in the higher stages of education is very low for those who can afford to pay and considering the high cost of such education. The Committee assume that the same standards of fees and the same facilities for fee concessions, maintenance allowances and hostel accommodation will obtain in respect of Agricultural Education as in regard to the other branches of education.

20. In regard to the question as to which Department of Government should be in control of Agricultural Education, the Committee observed

that the Board had accepted the recommendation of the Technical Education Committee that Technical Education being but a branch of education, should be administered, as it is administered in nearly every other country, by the same Department which is responsible for the other branches of education. The Committee recognise that there are strong arguments in favour of Education Departments being administratively responsible for Agricultural Education in the same way as for other branches of education. At the same time they feel that it would be impracticable to attempt to bring about such a change in the existing circumstances. The Committee therefore recommended that all agricultural institutions, except Senior Basic Schools, Agricultural High Schools, Agricultural Department of Arts and Science Colleges and Agriculture Departments (or Faculties) of Universities should continue to be in the administrative charge of Agriculture Departments.

21. One advantage of the Agricultural Department being in control of Agricultural Education is that it can better serve to bring together the research worker and the farmer. It is suggested that an effective method to do this would be for the Agricultural Department to try to secure the co-operation of landlords and agricultural workers in various ways. Agricultural exhibitions, fairs and similar meetings should be encouraged and every endeavour should be made to promote associations of agriculturists, including organisations of young farmers. The latter would be particularly important from the educational as well as from the purely agricultural point of view, and similar organisations have been found very useful in other countries. The 'young farmers' should be enrolled while still at school and should be permitted to continue their membership for a few years after they leave school. It is perhaps not too much to hope that if such youth organisations are set up properly they may appreciably raise the tone of the schools concerned and also do valuable propaganda work for education as well as agriculture in the countryside, without being conscious of their role as propagandists.

22. The following is a summary of the main conclusions and recommendations of the Committee :—

(1) Agricultural Education including education in Animal Husbandry and Dairying is logically a branch of Technical Education but in view of the special circumstances of India it will be necessary at any rate for some time to come to deal with it separately. Since, however, its scope and function are related so closely to those of Technical Education, generally reference may usefully be made to the general conclusions contained in the Report of the Technical Education Committee of the Board.

(2) The aim of a proper system of Agricultural Education should be to provide (a) general education combined with practical training suited to the needs of future farmers, (b) more-advanced scientific and practical instructions for those who will be called upon to advise farmers as administrators or organisers and also for teachers and research workers.

(3) The existing facilities for Agricultural Education are wholly inadequate to meet the probable requirements of the country in the near future, and it is necessary to bring into existence as early as

possible a comprehensive and planned system of Agricultural Education.

(4) It is unnecessary to include Agricultural Education as such in the curriculum of any Junior Basic (Primary) School. All that is required at that stage is to make provision for Nature Study and practical elementary gardening.

(5) Beyond the Junior Basic stage agricultural instruction and training should be arranged in the following types of institutions :—

(i) Senior Basic (Middle) Schools, where Agriculture is adopted as the basic craft.

(ii) Agricultural High Schools, Schools, which combine General Education with a strong agricultural bias. These need not necessarily be located in rural areas only.

(iii) Farm Institutes (on Model Farms) where training will be provided for Kamdars and Stockmen.

(iv) Agricultural Schools imparting special education in Agriculture. Agricultural Colleges and Agriculture Departments (or Faculties) of Universities, which will prepare students for the Bachelor's degree in Agriculture covering a period of at least three years in the case of students passing out of Agricultural High Schools and four years in the case of those passing out of academic High Schools, Colleges and faculties of Universities will also prepare students for post-graduate degrees of varying duration.

(v) Central institutes of advanced research.

In addition to regular full-time courses, (iii), (iv) and (v) will also provide short term extension or refresher courses in particular branches of Agriculture and Animal Husbandry, including Veterinary Science, Dairying, Poultry Farming, Estate Management, etc.

(6) Agriculture Departments (or Faculties) of Universities, as distinguished from independent Agricultural Colleges, have several advantages arising from the close association of the students and teachers with those engaged in other studies.

(7) Provision should be made for the training of the personnel of the Agricultural and Veterinary Departments as follows :—

Agriculture Departments.

(a) *Field Assistants.*—One year's course at a Farm Institute.

(b) *Non-graduate Assistants.*—2 years' course at an Agricultural School or the normal course at Agricultural High Schools.

(c) *Graduate Assistants.*—4 years' course at an Agricultural College or University.

(d) *Gazetted Officers.*—Post graduate course of varying standards.

Veterinary Department.

(a) *Stockmen.*—One year's course.

(b) *Compounders (or Pharmacists).*—One year's course.

(c) *Veterinary Assistant Surgeons*.—3 to 5 years' course at a Veterinary College.

(d) *Gazetted Officers*.—Post-graduate courses of varying standards.

(8) All examinations in the school stage will be conducted by the appropriate educational authorities. Examinations for the Bachelors' and higher degrees should be conducted by Universities. Diplomas and certificates for short courses of advanced research will, however, be awarded by the institutions concerned. There should be two external examinations in a four-year course—one at the end of the first two years and the other at the end of the course. In the case of a three-year course, however, there should be only one external examination at the end of the course. All other tests should be conducted internally.

(9) In order to ensure that proper standards of instruction and training are maintained, the Imperial Council of Agricultural Research should set up a Council of Agricultural (including Animal Husbandry and Dairying) Education, with power to endorse diplomas and certificates awarded by agricultural institutions and also to make recommendations to the appropriate authorities in regard to the standards of agricultural examinations in Universities. The Education Department should be represented on the Council.

(10) Similar qualifications are required for teachers of Agriculture in Senior Basic (Middle) Schools or Agricultural High Schools as for teachers of other subjects, except that they must have undergone a course of practical training in Agriculture. University or College teachers must possess at least a Masters' degree in the subject which they are to teach, and it is desirable that they should also receive pedagogical training.

(11) Teachers of agricultural subjects should receive salaries similar to those of teachers of other technical subjects.

(12) The same standards of fees and the same facilities for fee concessions, scholarships, maintenance allowances and hostel accommodation should obtain in respect of Agricultural Education as in regard to other branches of education.

(13) While there are strong arguments in favour of Education Departments being administratively responsible for Agricultural Education, as for other branches of education, it is not practicable in the existing circumstances to effect this change at present, and all agricultural institutions except Senior Basic Schools, Agricultural High Schools, Agriculture Departments of Arts and Science Colleges and Agricultural Department (or Faculties) of Universities should continue to be in the administrative charge of Agriculture Departments.

(14) Every endeavour should be made to promote associations of agriculturists including organisations of young farmers who should be enrolled while they are still at school. Agricultural exhibitions, fairs and similar meetings should also be encouraged.

ANNEXURE I.

AGENDA.

1. To consider the scope and functions of Agricultural Education, including education in Animal Husbandry and Dairying, with special reference to the likely future needs of India.

2. To consider what types of institutions are required for a comprehensive system of Agricultural Education and to define their special function and place in relation to the other branches of the educational system.

3. To consider the proper relationship of the higher branches of agricultural instruction, including research, to Universities and institutions of University rank.

4. To consider how far the provision for Agricultural Education should consist of full-time or part-time courses designed for those already engaged in Agriculture.

5. To consider the nature, content and duration of the main types of courses to be provided, including part time courses.

6. To consider the question of Examinations at the different stages of Agricultural Education.

7. To consider the question of the recruitment, training and conditions of service of teachers for institutions of different types imparting Agricultural instruction.

8. To consider what arrangements should be made for enabling suitable students in poor circumstances to take full advantage of facilities for Agricultural Education.

9. To explore the best means of organising and administering Agricultural Education in order to meet the needs of the country as a whole.

10. To consider what Department of Government should be generally in control of Agricultural Education.

11. To consider what steps should be taken to secure the active co-operation of other Departments concerned with technical problems of Agriculture as well as with landlords and agricultural workers.

ANNEXURE II.

VIEWS OF MR. L. K. ELMHIRST, SPECIAL ADVISER, AGRICULTURE DEPARTMENT, GOVERNMENT OF BENGAL.

Fundamental, of course, to the whole position in India, is the need for elementary education of the right kind and there will be no major progress in agriculture until every cultivator can read and write and understand the elements of the problems he is trying to cope with. In advanced agricultural countries more and more of this wider knowledge is being given at the elementary stage of education as part of the biological, chemical, physics and botanical training. All the new rural senior schools (age range 11 to 15) in Devonshire have space for the teaching of biology, chemistry, physics and carpentry as well as of domestic economics and science for the girls. In New York State, after a period (say 1910-1925) during which very many of the leading farmers took degrees at the state agricultural college degree courses came to be reserved almost wholly for technical specialists, research men and the advisory staff and the future farmer obtains his advanced training through the rural high school which has a

highly qualified teacher and especially equipped laboratories for this work, well described in Higginbottom's note. After he leaves the High School, the four H. Clubs organisation carries the latest scientific and economic advice to him on his father's farm and thereby save considerable sums, at one time spent by the state in trying to get ideas into the heads of ill-educated adult farmers and their wives they would be farmer. He can still attend special and short courses at his State University and takes every advantage of this privilege.

I have little doubt that all other countries have to go through the same stages but the U.S.S.R. did succeed in speeding up the whole process of education by taking boys and girls into national service organisations for their period of conscription, and in using this training as a broad and technical education instead of attempting an extension of High School and University facilities which would have taken a number of years.

Such a course would be entirely logical in India and would be the least expensive method of speeding up general progress. What I am getting at is that it is no use proliferating advanced education and research at the top, unless there is a proliferation of intelligence and an improvement of "reception" at the bottom.

My last suggestion is that the Provincial Departments of Education should enrich elementary education with practical science and workshop teaching and be responsible for an education with a strong rural basis, not bias, up to the end of both elementary and secondary education in rural area and that during this period, the closest collaboration should be established between the Departments of Education and Agriculture over curricula and equipment. In Devon, the Country Agricultural Advisory Staff (called in the U. S. A. Extension) offer a wide range of specialist teachers who visit the rural senior schools giving courses in special skills. The Universities with similar collaboration should be responsible for the University and technical college training of rural specialists. Institutes for Advanced Research and Training should always be set up in the neighbourhood of Universities but should not necessarily be run by them but preferably be under a body like the I. C. A. R. upon which the Department of Agriculture and the University authority and the public would be represented.

Behind all your questions lies a still bigger one and, that is, the economic policy, welfare aim and social objective of the State. No private landlord or tenant farmer can any longer afford from his private pocket to instal into rural areas that wide range of utilities and services, educational scientific, economic and welfare which rural areas need. These can from now on be provided by the State alone or in financial collaboration with the farmer and/or landlord. The State too must stand as an economic unit within the international economy of the future. Farm prices in India and the need of the world and India for her rural output must bear an economic relationship to India's own rural requirements if she is ever going to have the educational structure she requires.

Report of the Religious Education Committee of the Central Advisory Board of Education, 1946.

PREFACE.

THE CENTRAL ADVISORY Board of Education at their tenth meeting in January 1944, while considering the Memorandum on Post-war Educational Development, appointed a committee under the chairmanship of the Right Rev. G. D. Barne, to examine the desirability and practicability of providing religious instruction in educational institutions. This Committee presented its Report to the Board at their eleventh meeting held in Karachi in January 1945. The Board at the time noted that the Committee had not been able to arrive at any agreed decisions and decided that they should continue their investigation and present a further report at the next meeting of the Board. Accordingly, the Committee reconsidered the whole matter and presented a further report, which was placed before the Board by the Chairman of the Committee, Right Rev. the Bishop of Lahore, at the Twelfth Meeting of C. A. B. of Education held at Mysore in January 1946. In so doing he made necessary references to the interim report presented by the Committee in 1945.

The Board carefully considered the views of the reconstituted committee and noted that their conclusions showed a wide divergence from those of the interim report. The views expressed in the course of the discussion of the report, were by no means unanimous. While some members felt that the teaching of religion should be restricted exclusively to broad moral and ethical principles, others held that denominational teaching constituted the essence of religious instructions and must be provided for in schools if the spiritual needs of children as well as the wishes of their parents are to be satisfied.

There was general agreement that there are formal religious truths which are of the nature of information, and can be added to a scholar's stock of knowledge through instruction, but on the other hand there are religious truths equally if not more important which cannot be inculcated through academic machinery but can only be imbibed through inspiration and example. Apart, however, from the acceptance of such general principles there was no agreement as to the desirability or feasibility of providing for a common and agreed syllabus of religious instruction, and in view of the apparently insuperable difficulties in this connection the Board came to the conclusion that the State, concerned though it must be to ensure a sound spiritual basis of education for all children, cannot take on itself the full responsibility for fostering the teaching of formalities distinctive of particular denominations.

After fully considering all aspects of the question, the Board resolved* that while they recognise the fundamental importance of spiritual and moral instruction in the building of character, the provision for such teaching, except in so far as it can be provided in the normal course of secular instruction, should be the responsibility of the Home and the Community to which the pupil belongs.

*N.B.—The remarks of Dr. M. Hasan, Vice-Chancellor, Dacca University, and member of the Board, on this resolution are reproduced below :—

“ I beg to point out that note about religious education, Item VII, does not represent accurately the position and the resolution alleged to have been passed by the Board is, in fact, not the resolution which was unanimously accepted after prolonged discussion. You will probably remember that Sir C. P. Ramaswami said that in his State religious instruction was permitted to be imparted to such students whose parents demanded it, but that the expense for imparting this education was not met out of Education Department grants. Ultimately the Board (CAB) agreed that it was desirable to impart formal religious instruction to children of such parents who demanded it and that this education should be given ordinarily and regularly in State schools, but the Board did not wish to express any opinion as to whether the cost should come from State funds or from other sources—this point was left to be decided by each province or government concerned. I was not in favour of this resolution as it did not meet my point, but ultimately I agreed to it for the sake of unanimity. I should be grateful if you will kindly amend the minutes of the meeting accordingly. If, however, you decide not to amend the minutes, then kindly treat this letter as my note of dissent and include it in the proceedings.”

Report of the second meeting of the Committee of the Central Advisory Board of Education appointed to consider the question of Religious Instruction in Educational Institutions.

1. At the Eleventh meeting of the Central Advisory Board of Education, held at Karachi, in January, 1945, the Rt. Rev. the Bishop of Lahore, the Chairman of the first committee appointed to consider the question of religious instruction in educational institutions in India, presented to the Board an interim report setting out the results of the Committee's deliberations (Annexure I). The Board noted that the Committee had not been able to arrive at any agreed decisions on some of the most important issues. In view of the importance of the subject, the Board felt that the Committee should be asked to pursue the matter further and it was, therefore, decided that the Committee, with such additions to the membership as the Chairman of the Board might think it desirable to make, should continue their investigations and submit their report at the Board's next meeting. To this end the Committee were strengthened and reconstituted. As finally constituted, it consisted of the following members :—

1. The Rt. Rev. G. D. Barne, C.I.E., D.D., V.D., Bishop of Lahore (Chairman).
2. Dr. Sir Ziauddin Ahmad, C.I.E., D.Sc.; Vice-Chancellor, Aligarh Muslim University.
3. Rajyasevapravina Dr. C. V. Chandrasekharan, M.A. (Oxon.), F.R.H.S.
4. Khan Bahadur Dr. M. Hasan, M.A., D.Phil. (Oxon.), Bar-at-Law, Vice-Chancellor, Dacca University.
5. Dr. Amaranatha Jha, M.A., D.Litt., F.R.S.L., Vice-Chancellor, Allahabad University.
6. Rajkumari Amrit Kaur.
7. Khan Bahadur Shah Alam Khan, M.A., LL.B., Director of Public Instructions, North-West Frontier Province.
8. The Hon'ble Pir Illahi Baksh Nawazali, Minister for Education, Sind.
9. Mr. Sri Prakasa, B.A., LL.B. (Cantab.), Bar-at-Law.
10. Sir S. Radhakrishnan, M.A., D.Litt., LL.D., Vice-Chancellor, Benares Hindu University.
11. Mrs. Renuka Ray, B.Sc. Econ. (Lond.).
12. Sardar Bahadur Sardar Ujjal Singh, M.A., M.L.A. (Punjab).
13. Dr. John Sargent, C.I.E., D.Litt., Educational Adviser to the Government of India.
14. Dr. D. M. Sen, M.A., Ph.D. (London), Deputy Educational Adviser to the Government of India, (Secretary).

2. The Committee met at New Delhi on the 22nd October 1945 under the Chairmanship of the Rt. Rev. G. D. Barne, Bishop of Lahore. The following members were present :—

1. Rt. Rev. G. D. Barne.
2. Dr. C. V. Chandrasekharan.
3. Khan Bahadur Dr. M. Hasan.
4. Rajkumari Amrit Kaur.
5. Khan Bahadur Shah Alam Khan

6. Mrs. Renuka Ray.
7. Sir S. Radhakrishnan.
8. Dr. D. M. Sen (Secretary).

The following members were unable to attend :-

1. Dr. Sir Ziauddin Ahmad.
2. Dr. Amarnatha Jha.
3. The Hon'ble Pir Illahi Baksh Nawazali.
4. Mr. Sri Prakasa.
5. Sardar Bahadur Sardar Ujjal Singh.
6. Dr. John Sargent.

3. The terms of reference of the Committee remained the same as those for the original Committee. The task of the reconstituted Committee, therefore, lay chiefly in the re-examination of the issues raised at the first meeting and in placing before the Board more definite and complete recommendations in regard to the line of action, if any, to be taken in the matter of religious education in schools.

The agenda, accordingly, remained unchanged. This and other connected papers circulated to the members of the Committee are set out in the Annexures I and II.

4. A number of relevant notes and papers were laid on the table for ready reference by members.

5. The Chairman opened the proceedings with a brief statement on the considerations that led to the re-examination of the question of religious instruction in educational institutions of the country. He pointed out the difficulties that confronted the first meeting and suggested that the entire problem be tackled afresh.

6. The two main issues as set out in item 1 of the agenda, *viz.*, whether it was desirable to make provision for religious instruction in educational institutions, maintained or aided out of public funds, and whether this should form an integral part of the approved courses of studies and be provided for in the regular time-table were taken up for discussion. The Committee recognised that a sound education involves the all-round development of the individual and therefore training in character and morals must necessarily form an integral part of any worthwhile scheme of education. It was stressed that there were essential values of life which were not catered for by the mere training of the intellect. The exaggerated emphasis on material values in modern life could be offset only if spiritual values were given their right place in an educational institution. The Committee were convinced that in planning to 'plant men' of the quality the Board had in view the national system must strive for an educational environment which would help the youth of India to acquire a broad and balanced outlook on life. The Committee thought that while utilitarian type of training might aim at fitting an individual to fulfil his economic functions in the form of social organisation in which he lives, it may tend to starve that spiritual side of his nature which is the true bond of union between him and his fellow men. It was therefore emphasised that a national and liberal system of education must ensure this very broadening and strengthening of human sympathies and of the real understanding of men and of society. Recent events seem to suggest that world

opinion is veering round to the realisation of the urgent necessity of fostering spiritual and moral values as an integral part of true education. A merely secular education divorced from ethical and spiritual principles would, in the opinion of the committee prove barren in the end as it would fail to meet the craving of the present generation striving to build for the future of mankind.

7. The Committee considered it important to define, as clearly as possible, the form that religious instruction should take, and the content and nature of the courses. The main question, in brief, was—Should religious or moral education consist of instruction in ethical and moral principles common to all religions—in the fundamentals or bed-rock of all religious systems as it were; or should it be based on the tenets and teachings peculiar to different religious denominations? The answer to this question would largely determine the major issues involved. If an "agreed syllabus" were adopted, the Committee felt that no objection could reasonably be raised against the providing of adequate facilities for its implementation in State schools. Opinion was general that moral education in State schools should not include teaching in accordance with the dogmas and traditional theologies of different religious sects. Spiritual and ethical teachings of so broad a character as to include the essential principles common to all religions should be incorporated in the religious instruction to be imparted in schools. That teaching of the fundamental principles should be supplemented by examples of the lives and work of all great men who have helped to build up the religious ideals of the world. In fact, at later stages of education, a course in comparative religions would be of value in inculcating that toleration and large understanding which should be one of the main aims of moral training. It was considered both desirable and practicable to formulate an "agreed" syllabus based on the lines indicated. The "agreed syllabus" the Committee thought could form an integral part of the school curriculum.

8. Khan Bahadur Shah Alam Khan and Dr. Hasan, however, disagreed with this view. While agreeing that education in the principles on which all religions were based was desirable they felt it would not be adequate to meet the requirements of the present situation—at any rate, the particular requirements of the Mussalmans. They claimed that doctrines and dogmas peculiar to the various faiths should constitute an *essential* part of religious teaching in schools and that the provision of corresponding facilities should be a responsibility of the State.

The general opinion, however, was categorical that conditions in this country, where so many different religions exist, would aggravate the present situation if dogmas of different sects were introduced in school instruction. The provision of facilities for the teaching of denominational religions, the Committee apprehended, may add seriously to administrative difficulties and may even help to accentuate rather than mitigate existing communal differences. Bearing these factors in mind, the Committee could not see their way to recommend that the State should take upon itself the administrative and financial responsibility of providing facilities for religious instruction of a denominational character. It would be well-nigh impossible to evolve an "agreed" syllabus, which would adequately incorporate the numerous doctrines and dogmas of so many divergent religious bodies and sects. It was also apprehended

that the demand on schools by way of staff, inspection arrangements, syllabus and text-books, time-table etc., for instruction in several religions would prove to be too exacting. As prevailing tendencies indicate, it might even become necessary to recognise and meet not only the religious demands of the various communities but of the various sects of any one community. Dogmas, in most cases, the Committee were constrained to admit, tend to encourage fanaticism, and as such should be eschewed in any religious and moral training in Government Schools. It was, therefore, emphasised that while the State should provide for instruction in the fundamentals of all religions, the home and the community should be held responsible for instruction in the application of these principles with reference to any particular religion and its tenets and dogmas.

9. The dissenting members held the view that denominational dogmas should form an essential part of moral instruction, and that the state should discharge financial and administrative responsibility in this respect. They stressed the fact that educational and cultural standards of the average home in India were so unsatisfactory that they could not be expected to discharge the function of imparting religious education to children efficiently. Both the poverty and the ignorance of parents would naturally militate against the providing of the right type of religious education in the majority of homes. As for the community, the *madrassahs* and *maktabs* and *pathshalas* provided by them were generally so ill-equipped, from the educational point of view in particular, that they should as early as possible be abolished. Even, in regard to the religious aspect of the instruction in these Institutions, it could not be denied that, more often than not, the spiritual value of the instruction given therein was but negligible. They have, in some cases, been instrumental in fostering fanaticism and intolerance. The old-fashioned and unenlightened *mutahs* and *pandits* and *granthis* must be placed and trained teachers with a liberal outlook if any benefit is to be derived from religious instruction in schools. Religious education, including in tenets and dogmas, should be the concern of a body which can adequately administer and supervise the details involved. There should be adequately trained teachers for approved courses of instruction. The members made it clear that they were opposed to denominational institutions as such, but if the State did not provide for instruction in the tenets of their faith, they and the majority of their community would be compelled to send their children to denominational schools, where they would be able to avail themselves of the provision for religious instruction in their own creed. They, however, did not view this alternative with favour, as they were fully conscious of the present shortcomings of the denominational schools.

Opinion, however, was general that—

(i) with the growing urge for a sound education, of which now there is increasing evidence and with the introduction of a universal system of basic education throughout the country, it would not be very long before the average home would be in a position to attain a reasonable standard of education and culture. It would then, not be expecting too much from the home and the parents to look after the religious instruction of the children in an average manner.

(ii) Schools maintained by any community on denominational lines, under the new system, contemplated in the Central Advisory Board's Report on Post-War Educational Development in India, would have no other alternative than to raise their standard of efficiency, by way of staff, management, courses of study, etc., in order to earn recognition by the State. In the circumstances, on educational grounds, one need have no hesitation in selecting a denominational school for his children.

(iii) Although it was likely that the poorly educated *mullahs* and *pandits* would be allowed to continue for some time to come, at any rate and that the teaching of religion might not come up to the requisite standard, it was apprehended that the various communities might not be prepared to accept Government as censor on their deepest beliefs not be prepared to accept Government as censor on their deepest beliefs Government was cited in this context.

On consideration of various issues raised, the Committee arrived at the following conclusions, which in their opinion should meet the requirements of the present situation :—

(i) That in State schools, provision for teaching in accordance with the tenets of different religions may be made by the community concerned if there is a demand on the part of parents and guardians. But expenditure incurred on this account shall not be met from public funds.

(ii) That if this opportunity is availed of, the teachers employed for the purpose will conform to the minimum requirements regarding the qualifications and conditions of service for the other teachers employed in the institution.

12. Dr. Hasan and Khan Bahadur Shah Alam Khan, however, maintained that provision of facilities for teaching according to the tenets of different religions should not only be "permissible", but "obligatory" on the State and that the latter should be responsible for financing it. They have submitted notes containing their views which are appended.

Opinion, however, was unanimous that every school should begin their daily routine of work with a short period of meditation. During this period the entire school should assemble together.

13. The Committee then proceeded to consider item 5 of the agenda, *viz.*, the best means of implementing their recommendations with regard to religious and moral teaching at the various stages of education in State-provided, State-aided and recognised institutions. It was decided that the Central Advisory Board be requested to set up a separate committee to investigate the matter.

14. With regard to minimum qualifications, training and other conditions of service for teachers imparting religious instruction, the Committee accepted the recommendation as contained in paragraph 13 of the Report of the First Committee on Religious Education, 1944 (Annexure I).

15. The following is a summary of the Committee's main conclusions and recommendations :—

(1) The fundamental importance of the spiritual and moral values of life must be recognised in any scheme of education.

(2) Spiritual and moral teachings common to all religions should be an integral part of the curriculum and provision of facilities for instruction therein should be a responsibility of the State.

(3) An "agreed" syllabus incorporating the spiritual and moral teachings common to all religions should be formulated.

(4) In every school there will be every day a short period for meditation before the work of the day begins. The school should be assembled together for this period.

(5) Teaching in accordance with the fundamental tenets of different religions should primarily be the charge of the home or the community; but provision for this may be made in State schools by the community concerned, if there is a sufficient demand on the part of parents and guardians. Expenditure incurred on this account shall not be met from public funds.

(6) If the alternative mentioned in (5) is availed of, the teachers employed for the purpose will conform to the minimum requirements regarding the qualifications and conditions of service for the other teachers employed in the institution.

(7) The Central Advisory Board of Education be requested to set up a committee to investigate the best means of implementing the foregoing recommendations in respect of religious instruction at the various stages of education in State-provided, State-aided and recognised but not aided institutions.

(8) Recommendations in regard to minimum qualifications, training and other conditions of service as contained in paragraph 13 of the Report of the first Committee may be accepted.

*Note by Khan Bahadur Shah Alam Khan, Director of Public Instruction,
N. W. F. P.*

I was a member of this Committee which met in Delhi on November with only Dr. Chandrashakaran dissenting were that religious education should form an integral part of the post-war education and should be financed out of State Funds. The present Committee arrived at entirely different conclusions. I believe that dissensions in this country between communities are due to a very large extent to economic reasons. It will be wrong in my opinion to impute these differences to religion. The basic principles of all religions so far as I am aware are peace, respect for others rights and fellow feeling. Religion has unfortunately been exploited for their own ends by men with narrow and selfish motives and I strongly believe that it should be the duty of the State to educate the people on useful lines so far as secular education is concerned and on correct (nationally) lines so far as religion is concerned. A Hindu, a Sikh, a Muslim, a Buddhist, a Christian and a Parsi should be permitted to remain a good Hindu, a good Sikh, a good Muslim, a good Buddhist, a good Christian and a good Parsi religiously which means that in his dealings with others he must be considerate and just. If we leave the teaching of fundamental tenets of different religions to different religious denominations, the result will be as it has so far been that our future generation would be bad Hindus, bad Sikhs, bad Muslims, bad Christians, bad Buddhists and bad Parsis.

In the N. W. F. Province religious education is being imparted in all Primary, Middle and High schools to all Muslim, Sikh and Hindu children. The cost is being met mainly by private subscriptions but partly from State Funds. The Hindus and the Sikhs who are in a minority demand that their children should receive religious education and they willingly allow themselves to be taxed. The Muslims are also doing the same. There seems to be no reason why this arrangement in this Province should be disturbed.

I should also add that in the agencies and tribal areas *mulla* teachers are working in very many schools. Their duty is to teach religion in addition to doing some work in the secular line. The salary of these teachers is being paid out of State funds. *Mulla* teachers do not exist in all the schools and there is a keen demand that in every school in the agency and tribal area *mulla* teacher should be appointed.

Note by Khan Bahadur Dr. M. Hasan, Vice-Chancellor, Dacca University.

I am sorry that I must differ completely with the recommendations of the Committee which are very different from its earlier recommendations. This was a purely educational question, but I was very sorry to find that it was discussed by the Committee as a political question. It has been recognised by educationists in England and elsewhere that religious education must be an integral part of the general system of education. Dr. Arundale, Headmaster, St. John's Senior School, York, in his book *Religious Education in the Senior School* (1944) says that religious education must be imparted in schools if the world is to be saved from Totalitarianism and made safe for democracy. "Christian teaching must permeate every subject of the curriculum and be operative every moment of the school day." Professor C. V. M. Joad, who is one of the profoundest modern thinkers, discusses in his recent book *About Education* the question of religious education in general and denominational schools and says that the "right solution..... is that all schools should come under the same State code—that is, indeed, already entailed in the abolition of the two ladders..... with the result that the distinction between denominational and undenominational schools would disappear. In every school a period should be set aside—one hour or, it may be, two or even three a week..... for religious teaching." It is not necessary to quote more opinions to show that it is fully recognised now that it is the duty of all schools to provide religious education in schools. In the Committee it was said that the political trouble and the differences between Indian communities are due to religion or religious education. I am not a politician and I do not know exactly why there are fundamental differences between different communities in India—even if I have some opinion on this question I would not like to bring in politics in the discussion of a purely educational question. But it was pointed out by another member of the Committee that troubles in India and differences in outlook and ideals are due to the fact that the real and fundamental tenets of the great religions of India have not been taught, generally speaking, by men who are really qualified to impart religious education. Bad and ineffective teaching is always dangerous as it defeats its own purpose : and it is as necessary to have qualified teachers for teaching religious subjects (or religion) as it is to have

qualified teachers in secular subjects. As an English writer says : " Too often methods are used in Religious Instruction which would be condemned if used in any other subject of the curriculum." In India the position is the same, namely, teaching of Religion in an haphazard manner by men who are not qualified or suitable teachers. The Muslim community in India attaches very great importance to religious instruction and refuses to have any education which is " God-less " : that is why it is necessary to maintain separate educational institutions for Muslims. As an educationist I believe that it is harmful and wasteful to have different types of schools in the country (I am not speaking of institutions for special purposes or needs, but ordinary institutions for Muslim children where Religious Instruction is also imparted along with the teaching of secular subjects which are taught in Government schools). Surely, it will be much better to have one type of school for children of all communities. If children of all communities read together and play together then there is much greater chance of real friendship and brotherliness, among them. But before the Muslim parent will agree to send his child to the general school it is necessary to convince him that his child will get proper instruction in the fundamental, basic tenets of his religion along with instruction in secular subjects. If this were to be done then the number of special Muslim schools will gradually and greatly diminish. I discussed this question with Rashtrapati Maulana Abul Kalam Azad and he expressed his definite opinion that it was necessary and prudent to provide basic religious education in all schools, and he was pleased to permit me to quote him. It will be a great mistake, educationally and also politically, to adopt a course of action which will result in the imparting of incomplete and ineffective education in our schools and which will greatly encourage the increase in the number of denominational schools. One non-Muslim member of the committee suggested a formula which did not meet the demand and the standpoint of Muslim members but which left the door open for the settlement of this question which might have been satisfactory to all parties concerned. I am sorry to say that the majority of the members of the committee did not accept this formula but maintained a very uncompromising position. I would appeal to the members of the Central Advisory Board to consider all the practical aspects of this question and the educational needs of India as a whole before deciding, to quote the words of a member of the Committee, that " the Board will have no truck with religious education."

ANNEXURE I.

REPORT OF THE FIRST MEETING OF THE RELIGIOUS EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION, 1944.

The Central Advisory Board of Education, at their tenth meeting held at Baroda in January 1944, while considering the Memorandum on Post-War Educational Development, stressed the importance of the question of religious instruction in educational institutions. The training of character at all stages of education has been considered as an integral part of the scheme; the Board felt, however, that the problem required more thorough examination. They were also of opinion that it would be useful to lay down certain general principles for guidance as to the best way in which the entire question of religious education should be approached. They accordingly appointed a Committee with the following, with power to co-opt:—

1. Dr. P. N. Banerjea, M.A., D.Sc., Bar-at-Law, M.L.A.
2. The Right Rev. G. D. Barne, C.I.E., O.B.E., M.A., V.D., Bishop of Lahore.
3. The Hon'ble Pir Ilahi Baksh Nawazali, Minister of Education, Sind.
4. Mrs. Renuka Ray, B.Sc. Econ. (London), M.L.A.
5. John Sargent, Esquire, C.I.E., M.A., Educational Adviser to the Government of India.
6. Khan Bahadur Shah Alam Khan, M.A., LL.B.; Director of Public Instruction, N.W.F.P.
7. The Hon'ble Mr. Tamizuddin Khan, Minister for Education, Bengal.
8. Sardar Bahadur Sardar Ujjal Singh, M.A., M.L.A. (Punjab).

The following were co-opted as additional members:—

1. Dr. Amarnatha Jha, Vice-Chancellor, Allahabad University.
2. Rajyyasevapravina Dr. C. V. Chandrasekharan, M.A. (Oxon.), D.Litt., F.R.H.S.
3. Dr. Sir Ziauddin Ahmad, C.I.E., M.A., Ph.D., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.

2. The Committee as finally constituted met at New Delhi on the 27th and 28th November 1944, under the Chairmanship of the Right Rev. G. D. Barne, Bishop of Lahore. The following members were present:—

1. Right Rev. G. D. Barne.
2. Dr. C. V. Chandrasekharan.
3. John Sargent, Esquire.
4. Khan Bahadur Shah Alam Khan.
5. Tamizuddin Khan, Esquire.
6. Sardar Bahadur Sardar Ujjal Singh.
7. Dr. Sir Ziauddin Ahmad.

The following members were unable to attend:—

1. Dr. Amarnatha Jha.
2. Dr. P. N. Banerjea.
3. Pir Ilahi Baksh Nawazali.
4. Mrs. Renuka Ray.

3. The Agenda and other connected papers circulated to the members of the Committee are set out in the Annexures.

4. The following papers were laid down on the table:—

1. Report of the Central Advisory Board of Education on Post-War Educational Development in India.
2. The Education Bill, England and Wales (December, 1943)..
3. Religious Instruction in Scotland—an article from the Education Year Book of 1940.
4. A summary of the position in regard to religious instruction in educational institutions in the Provinces (Annexure V).

5. In opening the proceedings, the Chairman referred to two *extracts from the Reports of the Women's Education Committees of the Central Advisory Board of Education, 1936 and 1937, on the subject of religious instruction and called the attention of the member to the fact that the question of religious education had on several occasions in the past been brought to the notice of the Board. The Committee proceeded to consider the question of the desirability of making provision for religious instruction in educational institutions, whether maintained or aided by public funds. It was pointed out that this question was bound up with the larger question whether the home and the community or the school or both should accept responsibility for imparting religious instruction to children. In recent years there has been a change in the attitude of public opinion on this subject and many now feel that religious instructions should form a necessary part of school teaching. Some members of the Committee were of opinion that in India also with the introduction of compulsory education religious instruction could no longer be left solely in the hands of parents and guardians or the communities concerned. Compulsory attendance would leave children with insufficient time out of school for receiving adequate instruction in religion. They also stressed the fact that the poverty and ignorance of many parents would not make it possible for many hours to provide the right type of religious education. Other members on the other hand urged that the existing differences among religious bodies and the separative tendencies of various communities would complicate the provision of facilities for religious instruction in public institutions to an extent that would prevent any such provision yielding the return which should be expected. The point was also made that as religion cannot be taught and can only be transmitted through personal influence; all that a school could be expected to do is to endeavour to create the requisite moral and religious atmosphere. Finally the Committee, with Dr. Chandrasekharan dissenting, agreed that it was desirable to make provision for specific religious instruction in educational institutions.

6. The allied question of whether religious instruction should form an integral part of the approved courses of studies and be provided for in the regular time-table, is so closely interlinked with whether it is given in accordance with an 'agreed' syllabus or not that consideration of the former must be dependent on a definite decision in regard to the latter issue.

While there was a consensus of opinion that in theory it would be desirable to have an 'agreed' syllabus incorporating ethical and moral principles common to all religions, doubts were expressed as to its practicability in the present circumstances of the country. It was apprehended that such a syllabus would fail to satisfy present communal demands since ethical and moral principles divorced from dogmatic theology would not be sufficient in the opinion of many parents who would feel that such instruction would fail to bring home to their children the individuality and significance of a particular religious system in which they believe. The Committee were, however, agreed that a common prayer, or more accurately, common act of devotion was desirable and could be adopted in schools without serious difficulty. The majority were further of opinion that the regular courses in religion should include teaching in accordance with the tenets of different religious denominations.

7. The Committee then gave careful consideration to the question whether religious instruction should form an integral part of the curriculum and time-table, and the majority were of opinion that it should do so, subject of course to the provision of a 'conscience clause' to satisfy parents who were opposed to religious instruction in schools in any form. Dr. Chandrasekharan objected to religious instruction being made an integral part of the approved courses of studies unless it were restricted to ethical and moral principles common to all

* These were later placed on table for reference by members (Annexure 6).

religions. Referring to the recommendations of the Women's Education Committees, 1936-37, he reminded the members that in taking these decisions mentioned above they were not only going back on the previous policy of the Board but were also in conflict with the spirit of most existing provincial education codes, in this connection. While not averse to changes in policy in fact it is essential in a matter of this importance to make sure that such changes were in the right direction.

8. With regard to the specific provision of religious instruction in the time-table, the Committee were of opinion that it should not be confined to the beginning or end of the school day, as used to be the practice in England but should be spread out to such an extent as might be found necessary to facilitate such instruction being given to those who desire it by teachers who were trained experts in the subject. The practice of each class-teacher taking his own class in the same period in the time-table, irrespective of whether he was competent and willing to impart religious instruction or not was detrimental to the efficient teaching of the subject: the new English Education Act makes definite provision for the appointment of 'reserved' teachers who would be specially entrusted with this subject. Similar provisions, it was agreed, should be made for religious teaching in Indian schools.

9. In considering the arrangements that should be made for the exemption of those pupils whose parents do not wish them to receive religious instruction, the Committee assumed that a compulsory education act would require a pupil to attend school for the full time during which it was opened, so that although a pupil could be withdrawn from the period in which religion was taught, he could not be permitted to be withdrawn from the school. Arrangements to ensure that such pupils usefully employed this period within the school should be made by the school authorities. The Committee did not arrive at any definite conclusion as to fixing the minimum number of pupils belonging to any one denomination, for whom the appointment of a separate teacher could be justified, and finally agreed that the matter could be left to the discretion of the educational authorities concerned.

10. The Committee then proceeded to consider whether expenses incurred in providing religious instruction or any part thereof whether on maintained or aided schools should be met from public funds. Some members held the view that once it is agreed that religious instruction should form an integral part of the curriculum and the time-table, it necessarily follows that the cost of it like that of other subjects should be defrayed from public funds. Against this it was argued that since there was to be no 'agreed syllabus' in India people may reasonably raise strong objection against paying for instruction in the dogmas of a religion for which they feel little enthusiasm. The Committee also felt that in the unfortunate absence of certain members, it was not sufficiently representative of the various denominations and that a complicated issue like the one under discussion should therefore be deferred till more representative opinion could be had on it. The Committee, therefore agreed that the question should be referred to the Central Advisory Board at its next general meeting.

11. With a view to implementing effectively the recommendations set out above, the Committee stress the desirability of having expert teachers for the purpose of giving religious instructions, which as already pointed out will involve the necessity of distributing the periods for religious instruction throughout the school day.

The Committee felt that religion should not be an examination subject.

12. While they agreed that religious instruction should be a regular part of the courses in Basic (Primary and Middle) and High School, the Committee

did not consider it advisable to make any specific suggestions regarding the teaching of religion in Universities and other institutions of higher education like Teachers' Training College or Technical Institutions of University Standard. Where there is a demand for instruction in theology, proper facilities should be provided. In regard to the question of the inspection of religious instruction, the Committee felt that this would depend on whether expenditure on religious education should be a charge on public funds or not. If the decision is in the affirmative, there would naturally be regular state inspections as in the case of other subjects of the curriculum. If it was decided that the denominations concerned should finance instruction in religion, then it would follow that its supervision as well should be arranged by them.

The Committee were of opinion that all reasonable requirements would be met if about two hours per week were devoted to religious instruction.

13. Finally, the Committee considered the question of minimum qualifications, training, and other conditions of service for religious instructors. It was generally agreed that teachers of religion should be expected to possess the same minimum academic qualifications as teachers in other subjects. It was pointed out that the minimum requirement of matriculation for Basic (Primary and Middle) school teachers and a graduate degree for High School teachers should not be lowered for two main reasons. In the first place, it was not desirable that teachers of religion should be less well educated or otherwise inferior in status to teachers of other subjects. In fact it was most important, particularly for the sake of religious education, that the prestige of the teachers should be maintained. Secondly, if lower standards were permitted in the case of teachers of religious subjects people with inferior qualifications would attempt to make 'religion' the back-door by which to enter the teaching profession. This was again undesirable both from the viewpoint of the profession and of religious instruction.

The Committee with the exception of Mr. Tamizuddin Khan agreed that matriculation or its equivalent and a training course should be the minimum qualification of a religious instructor in Basic (Primary & Middle) Schools. For this purpose the 'Maulvi' or 'Buddhamani' plus Matriculation English in the Punjab and the 'Madrassah' Certificate plus English of Matriculation standard in Bengal would be considered on a par with the ordinary matriculation.

Similarly, a degree or its equivalent plus the requisite training should be considered adequate for religious instructors in High Schools and other institutions of higher education. The period of training, it was agreed, for a religious instructor should be the same as for ordinary teachers.

14 The following is a summary of the Committee's main conclusions and recommendations —

(1) It is desirable to make provision for religious instruction in educational institutions (Dr. Chandrasekharan dissents).

(2) Religious instruction should form an integral part of the approved courses of study and should be provided for in the regular time-table with the provision of a 'conscience clause' to meet the requirements of those parents who do not desire their children to undergo religious instruction. (Dr. Chandrasekharan dissents).

(3) Religious instruction should not be restricted to ethical and moral teachings common to all religions but should also include teaching in accordance with the tenets of different religions and denominations. (Dr. Chandrasekharan dissents). Fundamental, moral and ethical principles should be included and emphasised as far as possible.

(4) A common act of devotion in which all communities could participate, should be introduced in educational institutions.

(5) The School authorities would be responsible for making alternative provision for pupils whose parents object to religious instructions in schools.

(6) The question, whether expenses incurred in providing religious instruction in maintained or aided schools should be met from public funds, should be put up to the Central Advisory Board at its next annual meeting for a decision.

(7) Religious instruction should be entrusted to teachers trained and expert in the subject.

(8) The period for religious instruction should not be confined to the beginning or end of the school day, but should be spread throughout the time-table. The time devoted to the teaching of religion should be about two hours a week.

(9) Religion should not be treated as an examination subject.

(10) Religious instructions in Universities and other institutions of higher learning should be optional.

(11) Religious instructors should be required to possess the same minimum academic qualifications as teachers of other subjects, i.e., matriculation or its equivalent plus a training diploma for Basic (Primary and Middle) Schools and a degree or its equivalent plus training for High School and institutions of higher education (Mr. Tamizuddin Khan dissents).

(12) The period of training for the religious instructors should be the same as for the ordinary teachers.

ANNEXURE (I).

AGENDA.

1. To consider whether it is desirable to make provision for religious instruction in educational institutions, maintained or aided out of public funds; and if so to consider whether it should form an integral part of the approved courses of studies and be provided for in the regular time-table.

2. In the light of the decision on item 1 to consider whether the content of religious instruction in schools and colleges (maintained, aided or recognised but not aided)—

(i) should be restricted to ethical and moral teachings acceptable to all religious systems, i.e., an agreed syllabus; or

(ii) should also include teaching in accordance with the tenets of different communities and denominations.

3. To consider what arrangements should be made in all institutions where religious instructions is given for the exemption of those pupils and students whose parents do not wish them to receive such instruction.

4. To consider if expenses incurred in providing religious instruction or any part thereof, should be met from public funds.

5. In the light of the previous decisions, to consider the best means of implementing them in—

(i) Basic (Primary and Middle) Schools (a) State provided (b) State aided (c) Recognised but not aided.

(ii) High Schools (a) State provided (b) State aided (c) Recognised but not aided.

(iii) Educational institutions at higher stages, e.g., Universities, Technical Institutions, Institutions for Training Teachers (a) State provided (b) State aided (c) Recognised but not aided.

6. To consider the minimum qualification, training and other conditions of service for religious instructors in :—

(i) Basic Schools (Primary and Middle).

(ii) High Schools.

(iii) Higher Educational Institutions.

7. To consider any other matter that may be raised with the consent of the Chairman.

ANNEXURE (2).

A NOTE ON THE POLICY IN REGARD TO RELIGIOUS INSTRUCTION IN SCHOOLS AND COLLEGES IN INDIA.

Religious neutrality in administration formed and continuous to form the basis of all policy in education also.

2. *Despatch of 1854.*

(i) *Private Schools.*—The system of grants-in-aid was based on an entire abstinence from interference with the religious instruction imparted in the schools assisted.

(ii) *Govt. Schools.*—These were for the benefit of the whole population and it was therefore indispensable that the education conveyed in them should be secular. But it did not forbid explanations voluntarily sought by pupils on Christianity, provided it was given out of school hours and no notice was taken of it by Government Inspectors.

3. *Education Commission, 1882-83.*—Rules already applicable to the Govt. schools were applied to institutions wholly managed by municipalities and local bodies, the recommendation of the Commission having had special reference to Primary Schools. The Commission did not agree that in Govt. Colleges teachers of prevalent forms of religion should be employed or such teachers should be given admission to the institutions.

In 1887 in connection with the recommendations of the Commission, Govt of India hoped that the number of aided schools in which religious instruction was given would increase and that even in public schools such instruction could be effected out of school hours and in accordance with established principles.

4. *Resolution of 1904.*—Reiterated the policy of 1854. Took note of opinions expressed to the effect that the secular instruction imparted in Govt. institutions stimulated tendencies unfavourable to discipline, etc., and sought their remedy in carefully selecting and training teachers instituting hostels and selecting proper text-books, etc.

5. Slight relaxations had also been sanctioned in certain areas. For example, in the U. P. religious instruction within school hours was permitted if parents desired it. Punjab permitted such instruction within the school premises on certain conditions. In 1909 the Govt. of India sanctioned the introduction of religious instruction in Govt. schools in Burma provided no differentiation was made in favour of the Buddhist religion and on certain other conditions. In Sind in 1918 religious teaching which had been in existence for some years was continued on a voluntary basis and the principle of remuneration for the *Mulla* who imparted such instruction was accepted.

6. The position, therefore, was that the possibility of imparting religious instruction out of school hours on certain conditions was already recognised and it had been possible to pursue a still bolder policy in the case of publicly managed schools in localities where the bulk of the population professed a single creed.

The conditions imposed related to the non-compulsion of any regular teacher to give instruction in religion and the meeting of any part of the extra expenditure from school funds. Public ceremonies, festivals and acts of worship on school premises were forbidden. On the whole, the general impression was that Govt. viewed at least without enthusiasm the practice of giving religious instruction in school and colleges.

7. 1921 *Circular to Provinces*.—It emphasised the policy of strict religious neutrality of Govt. and the principle that Govt. schools ought not to be used as a means of fostering any one religion at the expense of others. The Govt. however, removed the following restriction which were, or were believed to, be in force, viz., against :—

(a) the utilisation of school premises for religious teaching or simple prayers ;

(b) the utilisation of teachers of the institutions for such instruction, etc., where they voluntarily undertake the work ;

(c) making religious teaching or observance compulsory for the boys whose parents or guardians have expressed a wish that this should be done ;

(d) deducting the time spent by any boy on religious teaching or observance from the prescribed curriculum period, preferably at the beginning or the end of the school day.

8. Since 1921 " Education " is a Provincial transferred subject and Ministries have been at liberty to make any arrangements they liked in the matter of religious education. The present position may be described however as practically the same as in 1921—private schools being able to give religious instructions subject to the " conscience clause " and the non-compulsion of a member of the regular staff to impart the instruction. So far as publicly managed schools are concerned, religious instruction may be given if there is a formulated demand from parents, subject to the conditions described above in respect of private schools. Certain provinces have imposed restrictions on—

(i) use of a regular teacher of the school for religious teaching ;

(ii) the charges for the teaching being met from school funds ;

(iii) Inspectors taking any notice of the instruction.

Punjab has laid down that the teaching should be out of school hours.

ANNEXURE (3).

RELIGIOUS INSTRUCTION IN EDUCATIONAL INSTITUTIONS IN ENGLAND PAST AND PRESENT.

The 1870 Education Act—

Conscience Clause.—Any scholar may be withdrawn by his parents from religious observance or instruction without forfeiting any of the other benefits of the school.

Time-table Clause.—The time for religious instructions must be fixed either at the beginning or at the end of the school session. This was intended to enable parents to withdraw their children from religious instructions without interference with their education in secular subjects.

Couper-Temple Clause.—" No religious catechism or religious formulary which is distinctive of any particular denomination shall be taught in the school "—This applied only to Council or " Provided " Schools. This Clause did not exclude doctrinal exposition of the Bible and was a compromise between absolute secularism and denominationalism.

Government Inspectors were not to include the subject in their inquiries or examinations.

To remove the risk of any child being refused admission to the only school in an area on the ground of the child not participating in religious classes, it was laid down that "it shall not be required as a condition of any child being admitted into or continuing in a school, that he shall attend or abstain from attending any Sunday school or any place of religious worship or that he shall attend religious observance or any instruction in religious subjects in the school or elsewhere, from which observance or instruction he may be withdrawn by his parent."

Attendance was not to be compelled on a day which had been set apart for religious observance by the religious section to which the parent belonged.

The 1902 Education Act.—Ensured some popular control over "voluntary" school by making *L.E.A.'s responsible for maintaining and keeping efficient all public elementary schools. The managers of voluntary schools were to be appointed to the extent of two-thirds by the Board of Education having regard to the Trusts and usage, the remaining one-third being appointed by Local authorities. The Managers were responsible for "religious instruction" which was to be in accordance with the provisions of the Trust Deed, if any.

A bye-law issued under the 1902 Act known as Anson Bye-Law laid down that "the time during which every child shall attend school shall be the whole time for which the school selected shall be open for children of a similar age. Where the parent has notified to the managers in writing his intention to withdraw the child from instruction in religious subjects, such time shall be the whole time for which the school selected shall be open for secular instruction only."

The dual control established over "voluntary" schools gave rise to controversies over the question of giving rates collected from all denominations to institutions belonging to particular denominations. Attempts at a compromise were continually discussed.

The 1918 Education Act.—The Act provided "Where there are two or more public elementary schools not provided by the *L.E.A. of the same denominational character in the same locality, the *L.E.A., if they consider that it is expedient for the purpose of educational efficiency and economy, may, with the approval of the Board of Education, give directions for the distribution of pupils in those schools according to the age, sex or attainments and otherwise with respect to the organisation of the schools."

The 1921 Act.—This was a consolidating Act. This stated *inter-alia* that the Anson Bye-Law issued after the 1902 Act, if adopted by any local education authority would have the force of law. The bye-law, with slight variation, is in force. The controversies over religious instruction have somewhat subsided in the last fifteen years and the Churches realised that the points of doctrine on which they differed were not so material as the points on which they agree and in many areas "Agreed Syllabuses" came to be used.

The 1936 Education Act.—This laid down that it may be a term of the agreement of the local authority to make a building grant to voluntary schools, that in such aided schools the managers shall provide religious instruction on the lines of the agreed syllabuses such as the pupils would receive in a council school, for those whose parents wish them to be withdrawn from the denominational religious instruction normally given in the school. Further, such "agreed syllabus" instruction must be provided by the managers if the parents who desire it cannot with reasonable convenience cause their children to attend a "provided" school. If the managers refused to provide undenominational (or "agreed syllabus") instruction then the local authority may itself provide such instruction in the school.

The condition for absence from school were liberalised to include occasions when—

(1) the parent desires the child to receive religious instruction of a kind not given in the school; and

(2) the local authority cannot with reasonable convenience cause them to attend a public elementary school where such instruction is given.

The local education authority have no power to provide denominational instruction in any school, nor have they power as an authority to make arrangements for denominational instruction to be given to pupils in council schools elsewhere than in school.

There has been no variation of the Cowper-Temple Clause of the 1870 Act by any subsequent Act.

Religious Education in institutions of Higher Education in England.

Before 1871 restrictions applied to the admission of Roman Catholics and Protestant Dissenters to Oxford and Cambridge and similar restrictions applied to the University of Durham when it was founded. In 1871, a bill abolishing religious tests was passed. The Act provided that persons taking lay academical or collegiate offices should not be required to subscribe to any formulary of faith, or to conform to any religious observance, or to attend or abstain from attending any form of public worship or to belong to any specified Church or sect or denomination. The Act did not affect Divinity degrees, nor did it interfere with any lawfully established system of religious instruction, worship and discipline and the Governing Bodies of the Colleges were to provide sufficient religious instruction for the students in residence belonging to the Established Church. But there was the "Conscience Clause" for those who objected to attending. The 1902 Act, permitted L.E.A.'s to aid institutions for higher education but left the persons having control of these institutions free to decide what form if any, of religious instruction or observance should be given or practised therein. Schools, colleges and hostels provided by the local authorities could not exclude on the ground of religious belief any pupil and such pupil could not be placed in any inferior position on that account. The difference between a public elementary school and such schools for higher education is that the "right of entry" of denominational teachers was permitted in the latter. But as in the case of elementary schools, the L.E.A. cannot provide religious education of a denominational kind in any institution it provides nor can it as an authority make arrangements for such denominational religious instruction to be given elsewhere.

Proposals in the Education Bill (Dec. 1943).

The changes proposed in the Education Bill recently introduced in Parliament are as follows:—

(Extracts from Explanatory Memorandum of the President of the Board of Education).

"Religious Education (Classes" 24—28).

23. In all primary and secondary schools the school day will begin with a corporate act of worship and religious instruction will be given [Clause 24 (1)]. This instruction may be given at any time. The provision in the existing Act restricting it, in the case of elementary schools, to the beginning and end of the school session will no longer apply.

24. In county schools the instruction will be in accordance with an agreed syllabus (Clause 25), drawn up by representatives of the Established Church (except in Wales and Monmouthshire) and other religious denominations, the teachers and the local education authority, under the procedure prescribed.

Neither the corporate act of worship nor the religious instruction required to be given will include any catechism or formulary distinctive of any particular religious denomination (Clause 25). Parents who wish their children to receive denominational religious instruction will be able to withdraw them for that purpose. It will also be open to parents to withdraw their children entirely from religious observance and instruction [Clause 24 (3) and (4)].

25. In the case of some country secondary schools, situated in the open country in order to serve the needs of a number of villages, there may be no building reasonably accessible to which the children can be withdrawn for denominational instruction. In such cases the authority will be required, unless in their view there are special circumstances which would make it unreasonable to do so, to provide facilities for the denominational instruction to be given on the school premises. It will be for the denomination concerned to provide the teacher and they will also be responsible for meeting the cost of the instruction (Clause 25 proviso).

26. In controlled schools the religious instruction will be in accordance with an agreed syllabus, but, as already noted, denominational instructions will be available for not more than two periods a week for those children whose parents desire them to receive it [Clause 26 (I)].

27. In aided and special agreement schools the religious instruction will be in accordance with the trust deed or previous practice, and will be under the control of the managers or governors [Clause 27(I)].

28. Three principal modifications of the White Paper proposals have been made in the Bill; these should help to relieve certain anxieties which have been expressed.

(i) The proviso to Clause 27(I) provides that in aided schools and special agreement schools syllabus instruction will be available for those children whose parents desire it, if they cannot reasonably attend a school where it is ordinarily given. Where the managers or governors are unwilling to make the necessary arrangements the authority will be required to do so. This provision should be especially valuable where an aided school is situated in what is known as a single school area.

(ii) Anxiety has been expressed about the teaching of denominational instruction in the smaller controlled schools where the total staff is no more than two and where Clause 26(2) does not allow the appointment of reserved teachers. To allay this anxiety it should be made clear that in such cases the denominational instruction may be given by persons who are acceptable to the foundation managers, e.g., local clergy or lay workers. Moreover, no prohibition is placed on members of the ordinary teaching staff, who volunteer to do so, giving the instruction.

(iii) The proposal described in paragraph 21 (i) above to make the 50 per cent. grant available towards the cost of transferring an auxiliary school to new premises, or of substituting new premises for those of one or more existing auxiliary schools, should be of great assistance to the denominations in dealing with the position created by large-scale movements of population as a result of slum clearance or other action on the part of a planning authority."

[A few copies of the Education Bill, England (Dec. 1943) were placed on the table of the Committee room].

ANNEXURE (4).

REGULATIONS IN THE PROVINCIAL CODES OF REGULATIONS FOR EUROPEAN SCHOOLS GOVERNING RELIGIOUS INSTRUCTION.

As far as I know there has always been a Code of Regulations for European Schools separate to that for Indian Schools. Before the inception of the Montagu-Chelmsford Reforms in 1920 when Education as a whole was a

Central Subject, the Government of India had just one Code for European Schools in all Provinces. As a result of the Reforms Education became a Provincial Subject, and each Province took the Government of India Code and modified it where they thought this was necessary. The following regulations regarding religious instruction in European Schools, copied from the United Provinces' Code, have been retained with, in some Codes, minor changes in wording by all Provinces, except Bombay Presidency, Sind and Bengal.

8. Every school aided by Government in any form whatever under the provisions of this Code shall be conducted in accordance with the following regulations :—

(a) It shall not be required, as a condition of any child being admitted into a continuing in the school as a *day scholar, that he shall attend or abstain from attending any Sunday School or any place of religious worship ; or that he shall attend any religious observance or any instruction in religious subjects in the school or elsewhere, from which observance or instruction he may be withdrawn by his parent ; or that he shall, if withdrawn by his parent, attend the school on any day exclusively set apart for religious observance by the religious body to which his parent belongs.

(b) The time or times during which any religious observance is practised or instruction in religious subjects is given at any meeting of the school, shall be either at the beginning or at the end, or at the beginning and the end of such meeting, and shall be inserted in a time-table to be kept permanently and conspicuously hung up in every school room ; and any *day scholar may be withdrawn by his parent from such observance or instruction without forfeiting any of the other benefits of the school.

(c) The school shall be open at all times and in all its departments to the Inspector, but it shall be no part of his duties to enquire into any instruction in religious subjects given at such school, or to examine any scholar therein in religious knowledge, or in any religious subjects or book.

9. No grant is made (a) on account of instruction in religious subjects, etc., etc.,”.

2. Bombay Presidency and Sind have retained 8(c) and 9(a) above and omitted 8(a) and (b), while Bengal has retained all except 8(b).

C. W. M. SADLEIR,
Secretary to the Inter-Provincial Board
for Anglo-Indian and European Education.

ANNEXURE (5).

RELIGIOUS INSTRUCTION IN EDUCATIONAL INSTITUTIONS IN THE PROVINCES—RULES PRESCRIBED IN THE EDUCATIONAL CODES.

ASSAM.

PROVINCIAL CODE.

Section 74—Religious instruction in Muhammadan Hostels.

1. The Superintendents of Hostels will be expected to influence the boys under their charge to the daily performance of *namaz*. But no compulsion must be exercised. A room in the hostel should, if possible, be set apart for the purpose.

2. Prayer rooms may be provided in Government hostels by private liberality, the contributions being handed over to Government for disposal.

3. Prayer rooms constructed as in (2) above will form part of the hostel building and will belong to Government, the contributors or the general public acquiring no right or interest in them.

* The Punjab and Madras Presidency have substituted 'pupil' for 'day-scholar'.

BENGAL.

BENGAL EDUCATION CODE.

Chapter V—Schools for general instruction—Section I—General.

Art. 15.—Moral conditions and instruction in schools.—The best safeguard against immorality in schools is to encourage athletics and other healthy tastes and occupations and to instil into the minds of the pupils a reverence for religion. Private talks to boys whose conduct may have laid them open to suspicion may be of use in some cases. Moral instruction should form a definite objective in every school, but it should in no way affect the social or religious ideas of the students generally. It should be impressed upon them that the components of a high character are truthfulness in word or deed, self-control and unselfishness, respect to superiors and reverence for elders, tenderness to animals and compassion for the poor, obedience and diligence, and habits of order and punctuality. For the purpose of inculcating these characteristics in the pupils, a certain proportion of the reading lessons in Vernacular and English readers should consist of suitable biographical selections drawn from the lives of Hindu, Muhammadan and Christian worthies, instead of being confined to one section of the community; school libraries should have books of this kind which the students should be encouraged to read, and teachers should furnish themselves with as many tales and anecdotes bearing on these characteristics as possible, from ancient or current history or from actual every-day life, and use them whenever an opportunity offers itself. But example is more effectual than precept and a teacher who is himself unpunctual, or who is not highly respected for his character, cannot expect that his teaching about truth, punctuality, or any other virtue will attain much success. The Department has, therefore, always expected, and will continue to expect, its teachers to set the example of a high character before the eyes of the pupils under them and to realize the great responsibility which rests upon them in regard to the moral training of the children committed to their charge.

Art. 16. Religious instruction in schools.—An embargo was until 1921 placed in the introduction of religious instruction in public-managed schools. In that year, the Government of India made an announcement which, however, they emphasised, was not to be regarded as of a mandatory nature nor as one binding the Ministries of Education to a definite line of action. They sought rather to remove restrictions which were possibly regarded as hampering the freedom of Local Government in this respect, while leaving those Governments free to adopt such line of action as they might think fit. The announcement of the Government of India was to the effect that there would be no objection in publicly managed schools and colleges to—

(a) the utilization of school premises for religious teaching or simple prayer;

(b) the utilization of teachers of the institutions for such instruction, etc., where they voluntarily undertake the work;

(c) making religious teaching or observances compulsory for the boys whose parents or guardians have expressed a wish that this should be done;

(d) deducting the time spent by any boy on religious teaching or observances from the period prescribed in the curriculum, preferably at the beginning or at the end of the school day.

Art. 17.—In Bengal the question of religious instruction has been intermittently discussed over a period of many years. Committees on the subject have sat both in Eastern Bengal, in Western Bengal and in the new province of Bengal, and their deliberations seem to show that it is well-nigh impossible to decide on any system of religious education which will be acceptable to

Hindus of all castes and creeds. Religious instruction is provided in *Maktabs* and *Madrasahs*, and it is also given in Primary schools where a book of stories, including moral and popular stories, is prescribed for home reading and occasional use in classes III and IV. Beyond this, the policy which the Local Government have decided to adopt is one of strict neutrality, until there is a formulated demand in the matter from the Legislative Council and the general public.

BIHAR.

ARTICLES FROM BIHAR AND ORISSA EDUCATION CODE.

Chapter I—Introductory.

Art. 7. Functions of different institutions.—A primary Urdu school is a primary school in which one period a day is devoted to religious instruction on the Islamic system including the reading of Koran.

Art. 17. Religious neutrality.—Grants from public funds are given on the principle of strict religious neutrality and no preference is shown to any school on the ground that any particular religious doctrines are taught or are not taught therein.

Chapter II—Controlling agencies : Section II—District Board.

General rules applicable to all classes of schools over which District Board exercise control.

Art. 90 (7).—Any school maintained or aided by, or in receipt of a stipend from a district board together with all its accounts, books and other records, shall at all times be open to inspection and examination by the Commissioner, by the district or sub-divisional officer, by the inspector, by the district inspector, by members of the district and local boards and their education committees and (in the case of primary schools) by the subordinate inspecting agency employed by the department ; and to this end the record and accounts shall be placed and kept in such custody that they shall always be accessible on the visit of any such examining or inspecting officer. *Such inspection shall have no reference to religious instruction but only to secular education.*

Grant-in-aid schools, i.e., schools under private management receiving grants from a Board.

Art. 90 (19).—In areas where the only school is one in which religious instruction is given, the grant-in-aid will be subject to the condition that such instruction shall not be compulsory for pupils who profess other religions than that in which such instruction is given and whose parents or guardians wish them to be exempted.

Chapter V—Schools for general instruction.

Art. 189. Religious Instruction.—The orders of Government regarding religious instruction are as follows :—

(1) The question whether religious instruction should or should not be given in Government and aided non-denominational schools, either to the whole school or to any community therein, rests at the discretion of the authority specified below :—

<i>Class of school.</i>	<i>Authority.</i>
Government Schools	The managing committee or, if there is no such committee, the inspector or inspectress.
Schools directly managed by a local body.	The local body.
Schools aided by Government or local body.	The managing committee.
Stipendiary schools	The head teacher.

(2) If the authority specified above decides that religious instruction should be given to one community only, the periods during which that instruction is given should be used, in the case of pupils of other communities, for moral instruction, organized games or physical exercise. If religious instruction is not given to any community the time set free may be used for any other subject in the curriculum.

(3) Unaided schools exercise their own discretion as to whether or not to give religious instruction. Denominational schools make their own arrangements for such instruction, but they should afford facilities to pupils of other religions to offer their prayer in mosques or temples.

(4) If religious instruction is given :—

(i) It should be given within school hours for not more than two periods a week, ordinarily by members of the school staff selected by the headmaster, but also, if necessary, by honorary teachers approved by the headmaster.

(ii) The choice of text-books should be left to the religious teacher except in schools under the control of local bodies : if it is proposed to use text-books or moral or religious instruction in such schools the previous sanction of the local body concerned and of Government is necessary.

(iii) All pupils should be required to attend the religious instruction provided for their particular community unless their parents desire them to be exempted.

(iv) If examinations are held in the subject the school authorities as such should have no concern with them.

(5) Facilities as regards both time and place should be given to the various religious communities for the singing of religious hymns and the saying in congregation of the prayers that fall within school hours.

(Government Resolution Nos. 3268-E, dated the 5th December 1923 ; and 4283-E, dated the 12th December, 1933.)

BOMBAY.

1.—GRANT-IN-AID CODE FOR SCHOOLS AND COLLEGES.

Chapter I—General rules for recognition.

Art. 14—Religious Instruction.

(A) No recognition will be given to any school or college maintained by a particular religious community which :—

(a) being the only school or college of its class in the locality, and

(b) admitting pupils of other religious communities, makes attendance at instruction in its own religion a condition of the admission of such pupils.

(B) Religious instruction in schools or colleges is allowed under the following conditions :—

(a) School and College premises may be used for religious teaching or simple prayers if well constituted outside bodies offer to make provision for such teaching or prayers either just before or just after hours provided that (1) there is no local objection, (2) the teachers appointed are acceptable to Government or the Local Body concerned, and (3) no ceremonial observances are included. A slightly greater latitude may be allowed in the case of hostels in regard to the last proviso ;

(b) The services of a teacher in the service of Government or a local body should not, however, be utilised for imparting religious instruction ;

(c) The time spent by any student on religious teaching or observance should not be deducted from the prescribed period of the curriculum which should be fixed on educational considerations alone.

II—PRIMARY EDUCATION RULES.

Art. 72—Religious instruction, including the teaching of the Koran, may be given in schools managed by a local authority provided that (1) there is no local objection to such instruction, (2) the attendance of pupils is optional and (3) the time devoted to it is not included in the hours of instruction prescribed.

MADRAS.

I—ELEMENTARY EDUCATION MANUAL.

Religious instruction.—In regard to religious instruction, the Government have accepted the principle that—

(1) Muslim religious instruction should be provided in all institutions under departmental management which are chiefly intended for Muhammadans; and that

(2) local bodies and municipal councils should be at liberty to incur expenditure from their funds on the provision of religious instruction for Muhammadan pupils in schools under their management.

They have ordered that in schools chiefly intended for Muslims, religious instruction may be imparted within school hours, and that in cases where it is not possible for a member of the teaching staff to impart religious instruction; also the services of a teacher who can impart religious as well as secular instruction should be secured in the place of one of the existing members of the staff. In other schools such instruction is to be imparted to Muslim pupils by part-time instructors on a salary not exceeding Rs. 6|- a month or by a regular member of the staff on payment of an allowance of Rs. 4|- a month, no such expenditure being, however, incurred unless the number of Muslim pupils in the school is not less than 25 per cent. of the total strength of the school, subject to a minimum strength of 20.

II—MADRAS INSPECTION CODE.

Moral Instruction in Elementary Schools.

According to the recently published scheme of studies for Elementary schools, ability to answer simple questions on the most elementary and essential rules of conduct will be required of pupils who are completing their course in these schools.

Instruction in these rules, where it is not systematically given in connexion with the religious instruction, will be for the most part indirect. Opportunities for impressing the essential truths may be and, it is hoped, will be found in Reading Lessons, History, etc. It is not intended to publish any syllabus for moral instruction still less to prescribe any Text Books on the subject. It will be left to the teacher's discretion to supplement these essentials in accordance with what they consider to be the interests of the school and the pupils. It is also desirable that the main points to be impressed by direct or indirect moral instruction should be summarized and committed to writing in a set of simple and concise rules. The drawing up of these rules will be left to the teachers and managers concerned who will choose the language and regulate the amount of detail with due reference to the age of the pupils and circumstances of each school. Some may put them in the form of a catechism and others in the form of simple homely proverbs. In any case it is important that these written rules should be exposed in each school in a conspicuous place—that the pupils should commit them to memory and that the teachers should frequently illustrate them in the course of the school work by stories, pictures, familiar sayings, etc.

2. It should be the aim of each teacher to see that the children are brought up in habits of cleanliness, punctuality, good manners and language and to impress on them the importance of cheerful obedience to duty—of patience—of consideration and respect for others—of honour and truthfulness in word and act—of temperance, courage and perseverance, of kindness towards all living creatures but especially to weaker than themselves. The need for politeness and respect to elders and superiors should be impressed. The rules should insist on the invariable use of some honorific form of address by pupils when speaking to teachers and on a respectable salute being made when teachers are met by pupils in or out of school. It will be found natural in most cases to base instruction on

the relations of child and parents—and to advance therefrom to the relations of the child to his family—his teacher—his classmates and friends—and society at large as represented by the residents of the locality.

3. Whatever efforts may be made to stimulate the moral sense by instruction whether direct or indirect, it should always be remembered that example is more efficacious than precept and that the tone of the school depends largely on the personal character and conduct of the teachers.

4. With religious teaching the department is in no way concerned and Inspecting officers will be asked to be most careful to avoid trespassing in this sphere. There will be no danger of this so long as questions are put by them with the sole aim of testing the pupils' remembrance and understanding of these rules.

At the same time it should be understood that the instruction given above are not intended to encourage the treatment of moral instruction, as a subject separate from religious instruction in schools where the latter kind of teaching is possible. The great truths of religion and morality are common to all mankind and are liable to lose their force when treated in isolation from one another.

N. W. F. PROVINCE.

N. W. F. P. EDUCATION CODE.

Government and Board Schools.

Art. 233A. Religious instruction may be given in Government and Board schools on the following conditions :—

(i) The time devoted to such instruction shall not exceed one period daily out of school hours.

(ii) The instruction shall be given by a teacher or teachers selected by the parents who desire such instruction for their children. In Government Schools such instruction shall not be given by a member of the staff.

(iii) No pupil shall be required to attend during the period of religious instruction unless his parents have expressed a wish that he should do so.

(iv) No charge on account of religious instruction shall be paid from public funds. The question of charging fees for such instruction is left entirely to the community desiring it.

N.B.—Rule (i) may be interpreted to mean that religious instruction may be imparted within school hours for one period daily, provided always that the school working day is lengthened by the addition of the period given to religious instruction.

Art. 233B. No pupil of a recognised school (Mission girls' schools and Mission colleges included) shall be compelled to attend the class in which religious instruction is given or take part in any religious exercises if the parent or guardian has formally communicated to the school authorities his wish that the pupil should not be so compelled.

A pupil absenting himself from religious instruction or religious exercises under the above paragraph shall suffer no disability on that account.

No pupil shall be refused admission to a recognised school because exemption from attendance at religious exercises or religious instruction is claimed under this clause.

No pupil shall be compelled to attend the school on any day set apart for religious observance by the community or sect to which his parents or guardians belong nor shall he be compelled to attend school on recognised holidays of his religion included in the list of gazetted holidays.

Any representation made by guardians under this rule must be in writing.

PUNJAB.

EDUCATION CODE.

—Chapter VII—General Rules.

Art. 218. Religious instruction shall not be given in Government or Board schools except out of school hours, and then only at the express request of the parents or guardians concerned. No teacher employed in a Government or board school shall be required to give such instruction without his consent, and no charge on account of religious instruction shall be paid from public funds.

II.—Chapter VII—Rules for recognition.

Art. 246. No pupil of a recognized school shall be compelled to attend a class in which religious instruction is given or take part in any religious exercises if the parent or guardian has formally communicated to the school authorities his wish that the pupil should not be so compelled.

A pupil absenting himself from religious instruction or religious exercises under the above para. shall suffer no disability on that account.

No pupil shall be refused admission to a recognized school because exemption from attendance at religious exercises or religious instruction is claimed under this clause.

No pupil shall be compelled to attend the school on any day set apart for religious observance by the community or sect to which his parents or guardians belong, nor shall he be compelled to attend school on recognised holidays of his religion, included in the list of gazetted holidays.

Any representation made by guardians under this rule must be in writing.

UNITED PROVINCES.

EDUCATION CODE.

Chapter IV.—Recognised English Schools and Intermediate Colleges.

Art. 89. Religious instruction may be imparted in Government English Schools and Intermediate Colleges outside the regular hours of secular instruction, subject to the following conditions:—

(a) The head of the institution should set apart two half-hours in the week for religious instruction to boys whose parents wish them to receive it; provided that the parents can agree to the appointment of an instructor, and there is a class room in the school available for the purpose.

(b) The appointment of a religious instructor is subject to the approval of the School Committee. The remuneration of the religious instructor must be arranged by the community desiring to employ him, and the question of paying the cost in whole or in part out of fee for religious instruction is left entirely to the community.

(c) The religious instructor will keep up a register of attendance open to inspection by the head of institution, and may report for punishment boys who play truant.

(d) The community will conduct all examinations in religious knowledge. The results may be communicated to the head of the institution, and may be read out by him at the annual prize-giving, when any prizes which the community may propose to award for proficiency in religious knowledge will be awarded by a representative of the community. Otherwise the head of the institution will have no concern whatever with the progress in religious knowledge of any scholar.

(e) No master on the school or college establishment may be engaged as religious instructor. But the religious instructor will be under the control of the head of the institution.

(f) The community concerned will be responsible for making arrangements which will be agreeable to the general public. The arrangement shall be subject to the approval of the head of the institution.

(g) It is optional with parents to have religious instruction given to their children. Any parent desirous of having a boy instructed in religion will signify his wish in writing to the head of the institution, who will then give the boy permission to attend the class.

Art. 90. (a) Aided educational institutions are at liberty to impart religious instruction, provided that :

(1) no one shall be compelled to attend any religious instruction or observance in a faith other than his own as a condition of the admission into or continuance in an aided educational institution or hostel attached thereto if he, or his parent or guardian, if he is a minor, objects to it and informs the authorities of the institution of his objection in writing.

(2) the time or times during which any religious observance is practised or instruction in religious subjects is given at any meeting of an aided educational institution shall be in the beginning or at the end or at the beginning and end of such meeting.

Note :—Exemption from religious instruction or observance shall take effect from the commencement of a school or college term. Applications for exemption should therefore be made at the commencement of a term. But with the sanction of the Headmaster or Principal, exemption may take effect at any time during the currency of a term.

(b) Unaided English institutions are at liberty to make their own arrangements, but the time devoted to religious instruction should be kept entirely separate from that which is required for secular instruction.

(The rules in para. 90(a) apply also to such vernacular schools as receive aid from Government).

ANNEXURE (c).

EXTRACT FROM THE REPORT OF THE WOMEN'S EDUCATION COMMITTEE ON
PRIMARY EDUCATION OF GIRLS IN INDIA, 1936.

37. *Religious teaching* :—Coming to the place of religious teaching in primary education, there was a general agreement that education without religious teaching was incomplete, but there was considerable divergence of opinion as to how this need should be met. One school of thought believed that there was a lowest common denominator or residuum of moral ideas common to every religion and that these could be taught without offence in all schools. The danger implicit in this form of teaching was that when the common moral principles had been reduced to such an inoffensive level as this they became mere abstractions with no living interest at all, and in any case too tenuous to be comprehended by any small boy or girl. On the other hand the difficulty of introducing any doctrinal teaching in schools where any one community predominated was emphasised. The question was a general one, namely, whether religious teaching is necessary in secular schools and was not connected with any question of having to provide religious instruction for any community in order to attract them to school. There was a feeling that religious instruction to be of any use must be doctrinal instruction. On the other hand, some members wanted general, moral or ethical instruction. It was pointed out that the so-called moral lessons which used to be feature of instruction in high schools in different parts of India have been dropped as empty forms. After further discussion a general resolution on the need to teach basic religious principles was agreed to by all members but opinion was not unanimous about giving definite religious teaching when there was a demand for it, though the majority was in favour of such a course.

IX.—The Committee consider that primary education without teaching the basic principles common to all religions is incomplete.

Further, religious instruction should be permitted in girls' schools within school hours when there is a demand for it.

EXTRACT FROM THE 'REPORT OF THE WOMEN'S EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION TO CONSIDER THE CURRICULUM OF GIRLS' PRIMARY SCHOOLS IN INDIA, 1937.'

11. The question of the inclusion of religious instruction in the curriculum of primary schools is one on which agreement is not unanimous, though all agree that an education divorced from religion is sterile. In privately managed schools religious teaching should be permitted but in government and local body schools the difficulties are obvious. The Committee carefully considered the views on religious teaching expressed by the Women's Education Committee on page 11 of their report of 1936 and record their entire agreement with the terms of that Committee's resolution, viz., that primary education without teaching the basic principles common to all religions is incomplete. All agreed however that moral ideas and habits must be developed though there is a difference of opinion whether the teaching should be direct or indirect. Some feel that the every-day school life of the child will provide the teacher with sufficient opportunities for inculcating the fundamental qualities of honesty, truthfulness and brotherliness, while others, feeling that this is insufficient, press for definite instruction by means of lessons and stories drawn from the literature of all religions.

EXTRACT FROM THE 'REPORT OF THE FIRST COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION APPOINTED TO CONSIDER THE WARDHA EDUCATION SCHEME, 1938.'

41. *Religious Education*.—The absence of all religious teaching from the curriculum was adversely commented on and this question showed fundamental differences of opinion. On the one hand it was contended that if the State makes education compulsory for all, then the State must make provision for religious education. Muslim members pointed out that religious instruction is an essential part of general education and any scheme of compulsory education which excludes religious instruction will be resented by that community.

42. Dr. Zakir Hussain had already pointed out that the Wardha Scheme makes provision for the teaching of the principles common to all religions in the hope of developing mutual respect and toleration. In Gandhiji's words:—

"We have left out the teaching of religions from the Wardha Scheme of education, because we are afraid that religions, as they are taught and practised today, lead to conflict rather than unity. But on the other hand, I hold that the truths that are common to all religions can and should be taught to all children. These truths cannot be taught through words or through books. The children can learn these truths only through the daily life of the teacher. If the teacher himself lives up to the tenets of truth and justice then alone can the children learn that truth and justice are the basis of all religions."

43. The majority of members felt that religious teaching was best left to the parents or to the communities concerned, but that the State should permit religious instruction to be given in the school building, out of school hours.

After considerable discussion the Committee agreed that the Government should provide facilities for religious teaching, as at present, but was not unanimous whether or not such teaching should be given in or out of school hours. The question of the inclusion of religious instruction in the curriculum is discussed in the Report of the Women's Education Committee of the Central Advisory Board of Education on the curriculum of Girls Primary Schools (1937). The majority of the members are in agreement with the views expressed in para. 11 of that report. Dr. Sir Zia-ud-din Ahmad and Khan Fazl Muhammad Khan, however, desired that religious instruction should be a school subject. The syllabus of studies for Muslim Theology should be prepared by Muslims, taught by Muslims and the State should provide all facilities.

ANNEXURE II.

EXTRACT OF EDUCATION ACT, 1944 (ENGLAND AND WALES).

Religious Education in County and Voluntary Schools.

25. *General provisions as to religious education in county and in voluntary schools.*—(1) Subject to the provisions of this section, the school day in every county school and in every voluntary school shall begin with collective worship on the part of all pupils in attendance at the school, and the arrangements made therefore shall provide for a single act of worship attended by all such pupils unless, in the opinion of the local education authority or, in the case of a voluntary school, of the managers or governors thereof, the school premises are such as to make it impracticable to assemble them for that purpose.

(2) Subject to the provisions of this section, religious instruction shall be given in every county school and in every voluntary school.

(3) It shall not be required, as a condition of any pupil attending any county school or any voluntary school that he shall attend or abstain from attending any Sunday school or any place of religious worship.

(4) If the parent of any pupil in attendance at any county school or any voluntary school requests that he wholly or partly excused from attendance at religious worship in the school, or from attendance at religious instruction in the school, or from attendance at both religious worship and religious instruction in the school, then, until the request is withdrawn, the pupil shall be excused from such attendance accordingly.

(5) Where any pupil has been wholly or partly excused from attendance at religious worship or instruction in any school in accordance with the provisions of this section, and the local education authority are satisfied:—

(a) that the parent of the pupil desires him to receive religious instruction of a kind which is not provided in the school during the periods during which he is excused from such attendance;

(b) that the pupil cannot with reasonable convenience be sent to another county or voluntary school where religious instruction of the kind desired by the parent is provided; and

(c) that arrangements have been made for him to receive religious instruction during school hours elsewhere, the pupil may be withdrawn from the school during such periods as are reasonably necessary for the purpose of enabling him to receive religious instruction in accordance with the arrangements :

Provided that the pupil shall not be so withdrawn unless the local education authority are satisfied that the arrangements are such as will not interfere with the attendance of the pupil at school on any day except at the beginning or end of the school session on that day.

(6) No directions shall be given by the local education authority as to the secular instruction to be given to pupils in attendance at a voluntary school so as to interfere with the provision of reasonable facilities for religious instruction in the school during school hours; and no such direction shall be given so as to prevent a pupil from receiving religious instruction in accordance with the provisions of this section during the hours normally set apart for that purpose, unless arrangements are made whereby the pupil shall receive such instruction in the school at some other time.

(7) Where the parent of any pupil who is a boarder at a county school or a voluntary school requests that the pupil be permitted to attend worship in accordance with the tenets of a particular religious denomination on Sundays or other days exclusively set apart for religious observance by the religious body to which his parent belongs, or to receive religious instruction in accordance with such tenets outside school hours, the managers or governors of the school shall make arrangements for affording to the pupil reasonable opportunities for so doing and such arrangements may provide for affording facilities for such worship or instruction on the school premises, so however that such arrangements shall not entail expenditure by the local education authority.

26. *Special provisions as to religious education in county schools.*—Subject as hereinafter provided, the collective worship required by subsection (1) of the last foregoing section shall not, in any county school, be distinctive of any particular religious denomination, and the religious instruction given to any pupils in attendance at a county school in conformity with the requirements of subsection (2) of the said section shall be given in accordance with an agreed syllabus adopted for the school or for those pupils and shall not include any catechism or formulary which is distinctive of any particular religious denomination.

Provided that, where a county secondary school is so situated that arrangements cannot conveniently be made for the withdrawal of pupils from the school in accordance with the provisions of this Act to receive religious instruction elsewhere, then, if the local education authority are satisfied :—

(a) that the parents of pupils in attendance at the school desire them to receive religious instruction in the school in accordance with the tenets of a particular religious denomination; and

(b) that satisfactory arrangements have been made for the provision of such instruction to those pupils in the school, and for securing that the cost of providing such instruction to those pupils in the school will not fall upon the authority;

the authority shall, unless they are satisfied that owing to any special circumstances it would be unreasonable so to do, provide facilities for the carrying out of those arrangements.

**Report of the Committee in regard to methods of selecting pupils for
Higher Education and advising them in regard to careers.**

PREFACE.

At their Twelfth meeting held in Mysore in January, 1946, the Central Advisory Board of Education considered the Report of the Committee appointed to examine the question of the selection of pupils for higher stages of education and adopted the same with certain amendments. These amendments have been incorporated in the report appended.

Report of the Committee in regard to methods of selecting pupils for higher education and advising them in regard to careers

At their eleventh meeting held at Karachi in January 1945, the Central Advisory Board of Education considered the question of selection at appropriate ages for the higher stages of education and appointed a committee to examine the best ways and means of—

(a) selecting pupils or students for various forms and stages of higher education, and

(b) advising parents and pupils in regard to the choice of careers on leaving school. The Committee were asked to have due regard to the experimental work in both these connections which has already been carried out in this country and abroad.

2. The following were appointed members of the Committee:—

- (1) Lt.-Col. Sir Zia-ud-Din Ahmed, C.I.E., D.Sc., M.L.A., Vice-Chancellor, Aligarh Muslim University.
- (2) W. H. F. Armstrong, Esq., C.I.E., M.A., I.E.S., Director of Public Instruction, Punjab.
- (3) Shamsul-Ulema Dr. U. M. Daudpota, M.A., Ph.D., Director of Public Instruction, Sind.
- (4) Khan Bahadur Shah Alam Khan, M.A., LL.B., Director of Public Instruction, N. W. F. P.
- (5) Diwan Bahadur Sir A. L. Mudaliar, M.D., F.R.C.O.G., F.A.C.S., Vice-Chancellor, University of Madras.
- (6) Sri Prakasa, Esq., B.A., LL.B. (Cantab.), Bar-at-Law, M.L.A.
- (7) Sir B. N. Rau, C.I.E., B.A. (Cantab.), I.C.S. (Rtd.).
- (8) Mrs. Renuka Ray, B.Sc. (Lond.), M.L.A.
- (9) Dr. John Sargent, C.I.E., M.A., D.Litt., Educational Adviser to the Government of India.
- (10) L. G. D'Silva, Esq., O.B.E., B.A., Director of Public Instruction, C. P. and Berar.
- (11) S. C. Tripathi, Esq., M.A., I.E.S., Director of Public Instruction, Orissa.
- (12) W. G. P. Wall, Esq., M.Sc., I.E.S., Director of Public Instruction, United Provinces.

3. Subsequently, Sir Zia-ud-Din Ahmed and Mr. Sri Prakasa ceased to be members of the Committee on the dissolution of the Central Legislative Assembly and Sir B. N. Rau ceased to be a member on his resigning the Prime Ministership of Kashmir. These three members were however co-opted to the Committee by the Hon'ble Chairman of the Board who also appointed the following additional members:—

- (1) Rajkumari Amrit Kaur.
- (2) Prof. M. N. Saha, F.R.S.
- (3) Brigadier H. F. Vinden, Employment Selection Bureau, Home Department, Government of India.
- (4) Sir B. N. Rau was appointed as the Chairman of the Committee.

4. The Committee met in Committee Room 'B', Imperial Secretariat (North), New Delhi, on the 10th and 11th December 1945.

The following members were present:—

- (1) Sir B. N. Rau (Chairman).
- (2) Lt.-Col. Sir Zia-ud-Din Ahmed.

- (3) W. H. F. Armstrong, Esq.
- (4) Khan Bahadur Shah Alam Khan.
- (5) Dr. John Sargent.
- (6) L. G. D'Silva, Esq.
- (7) S. C. Tripathi, Esq.
- (8) Brigadier H. F. Vinden.
- (9) W. G. P. Wall, Esq.

The following members were unable to be present:—

- (1) Rajkumari Amrit Kaur.
- (2) Shamsul-Ulema Dr. U. M. Daudpota.
- (3) Diwan Bahadur Sir A. L. Mudaliar.
- (4) Sri Prakasa, Esq.
- (5) Mrs. Renuka Ray.
- (6) Prof. M. N. Saha.

Dr. D. M. Sen, Secretary, Central Advisory Board of Education, was Secretary of the Committee.

5. The agenda which the Committee considered and the papers circulated to the members are set out in the Annexures.

6. In opening the proceedings the Chairman expressed the opinion and the Committee agreed that the first four items of the agenda might be considered together, as they were closely inter-related. In regard to the general question of selection, which some critics of the Board's plan appear to regard as unnecessary or undesirable, the Committee feel it necessary to emphasise the fact that so long as the supply of places in institutions of higher education is less than the demand, as it is likely to be for very many years to come, the principle of selection will have to be applied in some form or other. The Board, in making their general recommendations for educational development in the country, did not at the time go into the question as to what the precise methods of selection should be. They gave merely as an illustration, a selective process which had been found to work with success in an area of England but they appointed the present Committee to go into the whole question with special reference to Indian conditions and to recommend a method or methods of selection which the education authorities concerned might find applicable to the needs of their areas.

7. The Committee felt it necessary to decide in the beginning the stage or stages of a pupil's career at which a break would be justified on educational grounds and selection could appropriately be made for admission to a higher or a different type of training. The Committee agreed with the conclusions already reached by the Board that the first selection of pupils for admission into different types of high schools should be made, at the end of the junior basic (primary) stage, *i.e.*, at about 11 *plus*. Recent researches suggest that in born abilities, *i.e.*, capacity as opposed to actual attainment, can be satisfactorily measured in the case of most children at this comparatively early stage, whereas acquired knowledge and skills cannot be accurately measured until later. Admittedly, for certain purposes, such as highly specialised courses of training, the detailed study of an individual is likely to be more fruitful after certain definite traits have been acquired by him, but on the other hand if the potential abilities and aptitudes of an individual can be discovered early, the advantage of so doing is that it makes it possible to decide in advance what would be the most suitable medium for their development. In other words if selection at the end of the junior basic (primary) stage is feasible, the high schools of this country can be organised to offer the sort of courses both in type and standard, which will best suit the boys and girls who are admitted to them.

8. In recommending however a first selection at the age of about 11 plus, it is not intended that those who are not selected at the end of the Junior Basic (primary) stage should be altogether debarred from admission in to High Schools. The Committee endorse the view of the Board that facilities will have to be provided for the transfer of suitable children from the Senior Basic (Middle) to the High Schools at a later stage, particularly when they show definite signs of late development. It has been suggested that it might be desirable to test pupils in Senior Basic (Middle) schools every year at 12 plus, 13 plus and 14 plus with a view to selecting for admission to a High School the late developers or those who for some reasons or other were missed at 11 plus. The Committee, however, felt that though the principle was intrinsically sound, it might not be administratively practicable, especially where the numbers involved would be comparatively small and the difficulty of absorbing them into High Schools correspondingly great. It would, in the Committee's opinion, suffice if a further selective test was held at the end of the Senior Basic stage at 14 plus with a view to ensuring the transfer of those, who have developed at a comparatively late stage, to suitable high schools where special arrangements would have to be made for their reception, including special tuition in certain subjects. In fixing the stages at which selection would be appropriate, the Committee consider it pertinent to point out that there are times in the development of every child when he is 'ripe' for a further advance and when his growth may be helpfully stimulated by setting him more difficult tasks. To a minor extent of course, these occur during each school year and a 'class' is but a stage of preparation of the period for the next move forward. But there seem to be at least two distinct stages when a child needs the stimulus of an educational environment with a new orientation of his or her interests. It is generally agreed that one of these turning points occurs when the child is about eleven: this applies to all children whether they have ability to profit by high school education of some kind or whether their needs will be satisfied by a senior basic (middle) school course. The other comes at sixteen or seventeen when for the high school pupil the question arises of still further education or entering employment.

9. The Committee then proceeded to consider the main principles which should determine the selection of pupils at the stages referred to above. The Board have stressed the point that the selective process should aim at discovering *promise* rather than actual attainment with the ultimate object of ensuring to each child as good a preparation as possible for his subsequent life as an individual worker and citizen. It follows, therefore, that the career of each individual should be determined not so much by the economic resources or by the personal sacrifices of his parents, as by his own talents and traits of character subject to the use which he makes of his opportunities. Accordingly, the Board have sought to remove educational handicaps caused by limited family resources by making basic education and its allied services completely free and by providing at the higher stages such assistance in the matter of scholarships and maintenance allowances as may be considered necessary to ensure that no boy or girl of ability is debarred through poverty from continuing his or her education. It is, however, recognised that particularly in the earlier years such assistance, however liberal it may be, cannot by itself enable a child entirely to overcome the handicaps of a defective home and social environment and that special measures of another kind may be necessary.

10. Though educational considerations as well as the economic condition of the mass of the Indian population would warrant the main emphasis being laid on the *native abilities* of the child, attainment cannot entirely be ignored in view of the requirements of high school curricula. Unless a child has acquired a certain degree of knowledge at the end of his primary school career, he will not find it possible to follow the high school course, which is necessarily designed to start at a certain level. Suitability for high school, however, is a

relative term. In any efficient high school and at any particular time there is a standard of fitness which is fairly well defined but this standard is liable to variation within certain limits from time to time and from area to area. It would obviously be higher in areas where there are only a few High School places per thousand of the population than in areas where there is a larger provision.

11. Another factor which has to be taken into account as a principle of selection, though it is perhaps partly covered by the term "attainment", is the mental 'maturity' of the child, i.e., the combined result of physical growth, and of acquisition of knowledge and social experience. The standard of mental maturity is not easily measured either by school record or by an examination. "A superior child may be able to reach at 10½ to 11 a standard of attainment equal to that expected from an average child at 11½ to 12. But if he is not psychologically mature enough for promotion, the change to the secondary course cannot bring about that exhilarating and stimulating attack on new problems which is expected; instead the child becomes discouraged by the difficulty of the new work and may develop a feeling of incapacity which will militate against progress for some considerable time. This immaturity may not be noticeable at once because there is usually an element of familiarity about some of the early work, but sooner or later it will reveal itself in reduced efficiency and the reasons are rarely understood either by parents or teachers."

12. After considering the main factors, to which due regard must be had in any selective process, the Committee turned to examine the essentials of an adequate technique for the purpose in view. The current methods of selection i.e., the traditional written examination set at the end of a course coupled with a personal interview by local inspectors in some cases were regarded as obviously inadequate both in the light of recent investigation and in relation to Indian educational conditions. The Committee first reviewed the procedure outlined in the Board's Report as follows:—

"The following selective process, which has proved successful elsewhere, may be worth trying in this country. Heads of Junior Basic (Primary) Schools should be asked in the first place to submit the names of those pupils in the appropriate age-group who in their opinion and on the strength of their school record would benefit by a high school education. The lists so submitted should be scrutinised by the Inspector or Inspectors of the area concerned with a view to seeing whether each school has recommended a reasonable number of candidates. Consultations should take place between Inspectors and Heads with the object of revising the lists where necessary. The candidates on the lists so revised should then undergo a common examination, which should not be too strenuous and should be designed to test intelligence and promise rather than actual attainment. This common examination should be controlled by a Board of Examiners specially constituted for the purpose. Parents whose children are not included in the original list of recommended candidates should have the right of requiring that their children should be tested at the common examination. This is only an outline of the kind of selective procedure which will be needed to obtain the right quality of pupils for the High Schools. It is fully realised that there are other methods and that in any case, modifications will be required to suit local conditions."

The Committee also had before them a summary of the procedure adopted by the Essex Education Committee for the selection of children for secondary education. This is in line to a substantial degree with the selective processes followed by other educational authorities in England. The Committee found themselves in general agreement with the main principles which were common to the various selective methods mentioned above. They were of the

opinion that these principles were also valid for the system contemplated in the Board's report and may be adopted with such modifications as the special circumstances of different parts of this country may demand.

13. The general method of selection for High Schools, the adoption of which is recommended by the Committee, is set out below:—

(1) The Head Teachers of Primary Schools should in the first place submit the names of those pupils in the appropriate age group who in their opinion or on the strength of their school record are fit for high school education.

(2) The lists so submitted should be scrutinised by the Inspector or Inspectors of the area concerned, with a view to seeing whether each school has recommended a reasonable number of candidates. Consultations should take place between Inspectors and Heads with the object of revising the lists where necessary.

(3) The candidates on the lists so revised should then undergo a common examination in the mother tongue, arithmetic and general knowledge, which should not be too strenuous and should be designed to test intelligence and promise rather than actual attainment. The common examination should be controlled by a Board of Examiners specially constituted for the purpose. [This examination should take the form as early as practicable of (i) a general 'intelligence test' devised for and standardised in India, (ii) 'Standardised tests' of attainment in an Indian language, arithmetic and general knowledge to be evolved in Indian conditions]. Parents whose children are not included in the lists of candidates approved by the Inspector should have the right of requiring that their children should be tested at the common examination.

(4) Approximately twice the number of children as there are available places should be selected on the result of the common examination after allowance has been made for age variations within the prescribed age limit.

(5) Of those selected under (4) the first 40 per cent. in order of merit should be regarded as "recommended" candidates, entitled to admission unless otherwise disqualified, the next 30 per cent. as qualified or borderline candidates from among whom any balance of places may be filled after an oral interview and the remaining 30 per cent. as reserves.

(6) Arrangements should be made to re-examine children whose examination performance did not live up to their school record or who through illness or other good reason were unable to sit for the common examination.

(7) Candidates should be given as wide a choice of school as possible.

14. In designing the form of school record, care should be taken to see that its purpose is borne in mind and that the information given should be relevant and definite and capable of being recorded in a convenient manner. Careful and systematic examination of this issue may have to be undertaken by a competent organisation with a view to standardising a suitable form for the schools of tomorrow. The following items of information are essential if the school record is to be useful in the selection of pupils for high schools:—

(i) The child's attainment in subjects, which will furnish evidence of further educational promise.

(ii) His intelligence quotient.

(iii) His personal qualities, as a guide to the type of higher education for which he is best suited.

(iv) Estimates of his physical development and health in so far as they affect his school life.

The cumulative record should be objective and based on suitably graded measures. Head Teachers should be specially trained to use measures designed for this purpose, standardised over a wide area and recorded in as universally

acceptable terms as practicable. Unless the necessary care is taken the cumulative record will not be worth the time and energy expended on it and schools are liable to be over-burdened with schedules, forms and statistics.

15. Important researches have been made during the last two decades in determining whether 'intelligence' tests alone, or in combination with other measures provide a sufficiently reliable basis for forecasting the prospects of a child's progress in the most advanced studies of the secondary stage. On the whole, these researches have shown that of all the different kinds of information it is possible to obtain before a child begins a high school course, the result of a good intelligence test is often the best single measure, but its prognosis is likely to be more accurate if it is supported by other measures, such as Attainment Tests or School Records. In the West, a standardised group intelligence test is regarded as an essential part of the selection processes. A practice sheet is supplied, there with each test booklet, so that each child has practice before attempting the real test. This is done partly to make the child familiar with the situation and partly to act as a "shock absorber". Reforms in the educational system now taking place in advanced countries suggest the abolition of the written examination and the substitution of intelligence and attainment tests in its place. The Committee recognised that a considerable leeway has to be made up before intelligence tests standardised in this country can altogether replace the 'common examination' recommended in this connection.

16. It is important to have an assessment of the personal qualities of each selected child from the Head Teacher. As Head Teachers learn to do their job, it is hoped that their estimates will provide a reliable basis of summing up the possibilities of a school child. The personal qualities, in general, are:—

- (i) Character and Disposition.
- (ii) Keeness and Industry.
- (iii) Health and Attendance.
- (iv) Parental attitude, so far as it is likely to affect progress in the High School.

The Head Teacher may classify each child as A (above average), B (average) and C (below average). A Head should not be required to draw up a list in order of merit based upon his assessments of the attainment of a child in school subjects.

17. As has already been recommended, the written test is to be so designed that each child receives a mark which measures his fitness. But the score of the child very largely depends on the kind of schooling he has previously received. Children taking the test may not have had the same kind of schooling, as conditions may not be alike in any two primary schools. Examination marks, therefore, would be of real prognostic value if due allowances are made for 'school conditions'. A small school with one or two teachers will have to be given "mark allowance" to compensate for the variation of school conditions. The other alternative is to use a measure of fitness from which effects of the school conditions have altogether been eliminated.

18. The problem of compensating children for differences in age must receive due consideration if the selective process is to ensure justice to all. Though children of about 11 *plus* on the average are expected to appear for the selection test, there will be a difference of twelve months between the oldest and youngest, if only one year's age group is tested or twice as much if the age range is two years. Twelve months may mean a great advantage at this age whatever the form of the test unless there is compensation. This variation is likely to be still more considerable in India than in the West, particularly at the stage when full compulsion is in the process of being introduced. A study of the results of tests or examinations proves that the age variation has a definite effect on the attainment of the children and may account, other factors

being equal, for a difference of 15 to 18 per cent in marks. Most educational authorities in England, therefore, grant the younger children a graduated percentage of marks and this bonus is commonly known as the "age allowance". The Committee recommend that "age allowance" must have its due place in the selective process to be adopted in India.

19. The Committee then proceeded to consider the main principles on which selection of students should be based for admission into higher professional and technical institutions. It was noted that in the usual course such institutions laid down their own standards of admission, in the majority of cases the standard being an all-round education plus proficiency in certain special subjects. It was hoped that educational authorities would in due course investigate the possibilities of applying modern techniques of selection at these higher stages with a view to ensuring the admission of students of the right calibre with requisite aptitudes. Opinion was general that higher educational institutions could with profit utilise aptitude and attainment tests, as and when they are standardised for Indian conditions.

20. Having considered generally the nature of the methods of selection, the Committee proceeded to examine ways and means of standardising such methods. It was recognised that at present there was no organisation which could undertake the task of devising and standardising the selective processes, such as intelligence, aptitude, attainment tests, etc. The Committee, however, were glad to note that the Government of India have recently established in the Home Department an Employment Selection Bureau, with a specialised staff and that this Bureau has been put in charge of Brigadier Vinden, formerly Director of the Selection of Military Personnel Directorate. This Directorate during the war had to select a large number of officers and men for various services and have gathered a considerable amount of most valuable experience. When members of the Board had the opportunity of seeing the Directorate at work at Dehra Dun in 1943, they felt that the experience gained should be made available in the field of educational and civil selection. Brigadier Vinden gave a brief account of his new organisation and the expert methods he has been able to employ for selection work in connection with certain categories of administrative appointments. The Committee felt that the Bureau provided the requisite foundation on which a suitable and adequate organisation could be built by the Government of India for conducting research in selective methods and standardising tests of various types. The Provincial representatives on the Committee were of opinion that the Central Government should take the lead and initiate investigations into the problems indicated above and standardise methods of testing, which could be adopted in different parts of India with such local variations as may be deemed necessary. The Committee also expressed the hope that the Central Bureau would afford sufficient scope for research, and training of such personnel as provincial authorities might require in connection with educational expansion in their areas. It was therefore urged that the Central Education Department should assist the new Bureau to develop its services bearing in mind the future needs of the country. If administrative requirements keep the present organisation fully occupied, it should be possible for the Education Department to build up within or in close co-operation with the Bureau an adequate organisation to serve the future educational authorities in the country. The Bureau, that the Committee had in mind should be able to undertake—

- (i) the formulation and standardisation of intelligence, aptitude and attainment tests,
- (ii) guidance to schools in the 'form' of their Cumulative Records,
- (iii) the training of personnel for administering tests advising about careers etc.

21. The Committee then considered the special problem of the educational backward communities. It was felt that in the transitional period, i.e., until

such time as equal educational opportunities become available for all sections of the populations, special provision would have to be made to ensure the admission of a reasonable number of children from those communities to high schools. They recommended that while some selection process as outlined above would have to be applied, it might have to be confined to filling such places as might be reserved for any community from among candidates belonging to that community. It was, however, recognised that the standard of admission could be relaxed only up to an extent consistent with maintaining the minimum standard required of a High School.

22. In considering item 10 of the agenda it was recalled that the Board have already recommended that Employment Bureau and vocational guidance should form an integral part of the future educational service. The Committee therefore concerned themselves with the question of ways and means of making suitable provision for vocational guidance in schools and colleges. If education is to prepare an individual both for life and for a congenial employment, vocational guidance should be regarded as the completion of the process of education which begins when the child enters school. Successful adjustment to life must always imply efficient vocational guidance. The School, to start with, must enlist the full co-operation of parent and child. It should, also, be possible to collect adequate and reliable information regarding pupils' mental and physical make-up. The school record, properly maintained, will provide evidence of developing abilities and acquired skill. The results of recent Vocational Guidance experiments suggest that the abilities involved in highly skilled activities are likely to be of late development and are measured with greater consistency at fourteen or so rather than at an earlier age. There are measures which are being employed in the West and which might, under suitable conditions, furnish helpful information. Among them may be mentioned:—

(1) A test of ability to deal with a practical situation (*cf.* Healy's Picture Completion Test II, 'Mazes' and other non-verbal tests).

(2) A test of ability to understand simple mechanism.

(3) A test of ability to recognise 'form relations'.

(4) A test of memory for shapes and designs.

(5) A test of colour discrimination. Specific vocational guidance will be required towards the end of the school career when the question of preparing and qualifying for occupations will arise. For most boys and girls the practical problem would be how to choose and to prepare for a suitable occupation. The advice of the School must be acceptable to the parent and the child. The choice to a larger extent would no doubt be determined by the record of the candidate his ambitions and parent's wishes.

23. The success of any scheme of vocational guidance would rest on—

(i) An adequate survey of the occupations available. Employment Bureaux would no doubt undertake the responsibility of such a survey in their own areas and of proper classification of jobs based on "special abilities."

(ii) A scientific statement of the basic abilities required for the successful performance of such jobs.

(iii) The provision in a school of suitable opportunities which will help to develop these abilities.

24. The Committee recommend the following steps in the way of providing suitable facilities in vocational guidance:—

(1) Senior Basic Schools, High Schools and Colleges should have on the staff a properly trained teacher who is competent to advise pupils in the choice of their careers. A 'career adviser' must be in close contact with employers. Though there may only be one such expert in a school, other teachers will be expected to be familiar with the problems of vocational guidance. This could

be ensured by incorporating principles of vocational guidance in the courses of Teachers' Training Colleges. Universities should in all cases establish their own Employment Bureaux.

(2) There should be Central and Provincial Bureaux where training and research work in Vocational Guidance could be undertaken. Until such organisations are set up, provision, as far as practicable, should be made in the Training Colleges.

(3) There should be provision in Schools for 'follow-up' and of 'after-care' of school leavers.

(4) Due assistance must also be given in regard to occupations in the rural areas.

(5) 'Career Masters' in co-operation with Employment Bureaux should also see that conditions of employment offered are suitable and try to effect such improvement as is practicable in consultation with employers and educational authorities.

25. The Committee expressed the hope that Educational Authorities would receive all possible assistance from the Employment Selection Bureau of the Central Government, in connection with the building up of a service of vocational guidance in schools and colleges. Valuable help may also be expected from the Labour Exchanges now in process of establishing but experience in other countries suggests that these should not be concerned with the placing of school leavers in employment.

26. The following is a summary of the general conclusions and recommendations of the Committee:—

(1) So long as the supply of places in institutions of higher education is less than the demand, as it is likely to be for many years to come, the principle of selection will have to be applied in some form or other.

(2) The first selection of pupils for admission into the different types of High Schools should be made at the end of the Junior Basic (Primary) stage, i.e., at about the age of 11 *plus*.

(3) A further selection test should be held at the end of the Senior Basic (Middle) stage at the age of 14 *plus* with a view to transferring to suitable high schools those pupils who have developed at a comparatively late stage and those who for some reason or other were missed at 11 *plus*. Such pupils will require special tuition in some subjects on transfer to the High Schools.

(4) The current methods of selection, i.e., the written examination, coupled with a personal interview by local Inspectors in some cases, are inadequate considered in the light of recent investigations and Indian educational conditions.

(5) The general method of selection for High Schools should be as set out in paragraph 13 of the report.

(6) The school record should give relevant and definite information, capable of being recorded in a convenient manner. Its standardisation and improvement may require careful and systematic examination by a competent organisation. But the form should include the following essential items of information:—

(i) Attainment in subjects, which will furnish evidence of further educational promise.

(ii) Intelligence Quotient.

(iii) Personal qualities as a guide to the type of higher education best suited to the pup.

(7) Head Teachers should be specially trained to use measures designed for this purpose.

(8) A considerable leeway has to be made up before intelligence tests standardised in this country can altogether replace the "common examination"

(9) It is important to have an assessment of the personal qualities of each selected candidate from the Head Teacher.

(10) In considering the marks which each pupil receives, due allowance has to be made for variations from school to school.

(11) A suitable "age allowance" is recommended for the younger children.

(12) The educational authorities should investigate the possibilities of applying modern technique of selection for admission into higher technical and professional institutions. Aptitude and attainment tests could be profitably utilized in this connection.

(13) The Committee consider that the Employment Selection Bureau established under the Home Department provides the suitable foundation on which an adequate organisation can be built for conducting research in selective methods and standardising tests of various types. This Central Bureau' should be set up at an early date.

(14) The Central Bureau should afford sufficient scope for research and training of personnel with a view to meeting the requirements of Provincial and other educational authorities.

(15) Until equal educational opportunities are made available to all, in the selective process, special provision will have to be made to ensure the admission of a reasonable number of children from educationally backward sections of the population. The standard of admission should however be relaxed only to the extent consistent with maintaining the minimum standard required for High Schools.

(16) Facilities for vocational guidance should be provided on the lines recommended in paragraph 24 of the report.

ANNEXURE I

AGENDA

1. To consider the main principles on which selection of pupils should be made for admission into high schools; whether they should include native ability, attainments or any other factors.
2. To consider how far current methods of selection are adequate for determining such factors.
3. In the light of the decisions above, to consider an adequate technique for the purpose in view.
4. To consider the stage or stages of a pupil's career, at which such selection could appropriately be made.
5. To consider ways and means of conducting research into and standardisation of the technique proposed.
6. To consider the main principles on which selection of students should be made for admission into.
 - (i) Higher Technical Institutions;
 - (ii) Colleges for professional careers; and
 - (iii) Any other institution imparting advanced instruction.
7. To consider suitable technique of selection in regard to the above item (No. 6).
8. To consider ways and means of the development and standardisation of technique of selection for admission to higher educational institutions.
9. To examine if any special consideration is necessary in the selection of pupils from educationally backward communities or those who have so far been deprived of education.
10. To consider ways and means of making a suitable provision of Vocational Guidance in schools and colleges.
11. To consider any other relevant matter that may be raised with the concurrence of the Chairman.

ANNEXURE II

A BIBLIOGRAPHY ON SELECTION OF PUPILS OF VARIOUS FORMS AND STAGES OF HIGHER EDUCATION AND ADVISING PARENTS AND PUPILS IN REGARD TO THE CHOICE OF CAREERS.

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2. National Association of Juvenile employment and welfare officers. Vocational guidance, employment and welfare of juveniles, 1942.
3. Earle, Methods of choosing a career, 1931.
4. Williams, Careers for our sons, 1914.
5. Lorwin, Youth work Programs.
6. Oakley, Handbook of vocational guidance.
7. Bell, Matching Youths & Jobs.
8. Bedford, J. H., Occupational Exploration, 1941, & Steelhead, A. F.
9. W. McClelland, Selection for Secondary education, published for the Scottish Council of Research in Edinburgh by the University of London Press.
10. F. M. Earle, Reconstruction in Secondary Education (U. L. Press).
11. A Sute-liffe & J. W. Canham, Section for Secondary Education (Murray).
12. D. W. Oates, Educational report in 'Education' January 5th, February 9th and March 2nd, 1945.
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17. Vocational guidance: Plan for the Bahamas, "Times Educational Supplement", 26th February, 1944.
18. Vocational plan for the Reich Compulsory careers for school leavers, "Times Educational Supplement", 1st April 1944.
19. Vocational guidance report for Ayrshire, "Times Educational Supplement", 3rd June, 1944.
20. Vocational guidance and Selection need for a central clearing house, "Times Educational Supplement", 29th July, 1944.
21. Secondary education: problems of Selection, "Times Educational Supplement", 9th December, 1944.
22. Secondary Schools, "Times Educational Supplement", 9th December 1944.
23. Selection at eleven plus "Times Educational Supplement", 24th March 1944.
24. Present practice for admission to junior technical schools, "Times Educational Supplement", 21st July, 1944.
25. Selecting thirteen year olds: how one country has tackled the problem, "Schoolmaster", 8th June, 1944.
26. Selection for pre-apprenticeship, "Times Educational Supplement", 17th March, 1945.
27. Selection for Secondary Education, "Times Educational Supplement", 7th April, 1945.
28. Guided choice in post-primary education, "Journal of Education" February, 1943.

ANNEXURE III

EXTRACTS FROM THE SHADOW REPORT ON PRIMARY SCHOOL (cf. ITEM 1 OF AGENDA)
(Not printed)

ANNEXURE IV

EXTRACT FROM THE REPORT ON POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA
BY THE CENTRAL ADVISORY BOARD OF EDUCATION (cf. ITEM 4 OF AGENDA)
(Not printed)

ANNEXURE V

EXTRACT FROM THE REPORT ON POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA
BY THE CENTRAL ADVISORY BOARD OF EDUCATION (cf. ITEM 4 OF AGENDA)

It has also been recommended that the transfer of children from the "basic" school to other forms of post-primary education should be provided for after the 5th class, i.e., at the conclusion of the Junior Basic (Primary) stage or about the age of eleven *plus* in order that children with special abilities and aptitudes may embark on a more prolonged course of further education than can be provided in Senior Basic (Middle) Schools, where the great majority will finish their full-time schooling.

ANNEXURE VI

EXTRACTS FROM THE MEMORANDUM BY EDUCATION, HEALTH AND LANDS DEPARTMENT IN REGARD TO THE REPORT PREPARED BY THE CENTRAL ADVISORY BOARD OF EDUCATION ON POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA (cf. ITEM 1 OF THE AGENDA)

Concerns have been expressed by the Vice-Chancellor of Annamalai University and by the Director of Public Instruction, Madras, that the application of the selective principle for higher education may result in unfairness to members of backward communities. The Department recognised that pending the complete establishment of a national system of Education which caters impartially for all, special measures may be necessary to safeguard these and other interests during the transitional period. This, however, will be a matter for the educational authorities concerned and there is nothing in the Report which precludes them from taking such measures as they may think necessary in this connection. There can be little doubt as to the validity of the selective principle itself. Boys and girls are born with different abilities and aptitudes and apart from any question of social justice, the public interest requires that those with the requisite capacity, in whatever class or community they may found, should be given the chance of further education in order that they may be equipped to serve the community to the best of their ability. The Department agree with the Board that if an early start is to be made and until the requisite supply of teachers is advisable, it will be inevitable that the responsible authorities should concentrate mainly on selected areas in the first instance.

There is of course no reason why areas should be of uniform size or restricted to the basis set out above. There may be excellent arguments in favour of making them much bigger in many places, and it will almost always be desirable to treat large towns and their suburbs as single administrative units. On the other hand, particularly in the earlier stages, when the rate of expansion is restricted by the number of teachers available, it will be easier with smaller units to meet the special claims of backward communities and to obviate the criticism that one geographical section of a Province or State is being favoured at the expense of the rest.

ANNEXURE VII

EXTRACT FROM THE REPORT OF THE CENTRAL ADVISORY BOARD OF EDUCATION ON
POST-WAR EDUCATIONAL DEVELOPMENT IN INDIA (cf. ITEM 10 OF AGENDA)

EMPLOYMENT BUREAUX

(Not printed)

ANNEXURE VIII

EXTRACT FROM THE NORWOOD REPORT ON CURRICULUM AND EXAMINATIONS IN
SECONDARY SCHOOLS.

AGE OF ENTRY UPON SECONDARY EDUCATION

(Not printed)

ANNEXURE IX

SUMMARY OF THE REPORT (1944) OF THE SPECIAL SUB-COMMITTEE APPOINTED BY
THE ESSEX EDUCATION COMMITTEE ON THE SELECTION OF CHILDREN FOR
SECONDARY EDUCATION.

(Not printed)

ANNEXURE X

(Not printed)

* *

Report of the Committee of the Central Advisory Board of Education appointed to consider the conditions of service (other than the remuneration) of teachers.

PREFACE.

At their twelfth meeting held in Mysore in January 1946 the Central Advisory Board of Education considered the Report of the Committee appointed to examine certain matters affecting the conditions of service of teachers at all stages of education, e.g., size of classes, hours of work, etc. The report was adopted by the Board with minor amendments and it was decided that it should be forwarded to the Provincial and State Governments for necessary action.

At their eleventh meeting held at Karachi in January, 1945 the C. A. B. of Education considered further certain matters affecting the conditions of service of teachers at all stages of education, e.g., size of classes, hours of work, holidays, sick leave, etc., and appointed the following Committee to examine and report on the issue :—

Lt.-Col. Dr. J. C. Chatterjee, M.A., D.Litt., M.L.A., Vice-Chancellor, Agra University.

Sir Maurice Gwyer, K.C.B., K.C.S.I., D.C.L., LL.D., Vice-Chancellor, Delhi University.

Dr. V. S. Jha, Ph.D., Officer on Special Duty (Post War Reconstruction), Central Provinces & Berar.

A. S. Khan, Esquire, M.Sc., I.E.S., Director of Public Instruction, Bihar.

Dr. Mohan Sinha Mehta, M.A., Ph.D., LL.B., Bar.-at-Law, Diwan of Banswara.

S. N. Moos, Esquire, C.I.E., M.A., (Cantab.), I.E.S., Director of Public Instruction, Bombay Province.

Mrs. Renuka Ray, B.Sc., Econ. (Lond.), M.L.A.

Dr. John Sargent, C.I.E., M.A., D.Litt., Educational Adviser to the Government of India.

Dr. (Mrs.) Malini B. Sukthankar, M.B.B.S., J.P.

K. Zachariah, Esquire, M.A., I.E.S., Director of Public Instruction, Bengal.

2. The Chairman of the Board subsequently appointed the following additional members :—

Dr. Zakir Husain, M.A., Ph.D., Principal, Jamia Millia Islamia, Delhi.

R. P. Patwardhan, Esquire, B.A. (Oxon.), I.E.S., Director of Public Instruction, Bombay. (Vice Mr. S. N. Moos, retired).

Miss K. Ranga Rao.

Mrs. Hannah Sen, Principal, Lady Irwin College, New Delhi.

3. The Chairman also appointed Sir Maurice Gwyer as Chairman of the Committee.

4. The Committee met in the Secretariat, New Delhi, on the 12th and 13th December, 1945. The following members were present :—

1. Sir Maurice Gwyer. (Chairman)

2. Lt.-Col. Dr. J. C. Chatterjee.

3. Dr. Zakir Husain.

4. Dr. V. S. Jha.
5. A. S. Khan, Esquire.
6. Dr. Mohan Sinha Mehta.
7. R. P. Patwardhan, Esquire.
8. Miss K. Ranga Rao.
9. Dr. John Sargent.
10. Mrs. Hannah Sen.
11. Dr. (Mrs.) Malini B. Sukthankar.
12. K. Zachariah, Esquire.

Mrs. Renuka Ray was unable to be present. Dr. D. M. Sen, Secretary, C.A.B. of Education, was Secretary of the Committee.

5. The agenda which the Committee considered and the papers circulated to the members are set out in the Annexures to this report.

6. The conditions of service of teachers in Universities and other institutions of similar status having been previously dealt with by another committee appointed by the Board, the present Committee have omitted this subject from their consideration. The agenda also excludes such matters, e.g., the remuneration of teachers, as have already been covered by the Report of the Committee appointed to consider the question of the Training, Recruitment and Conditions of Service of Teachers.

7. The Committee wish to stress the fact that many important problems which have a direct bearing on the efficiency or otherwise of the teaching profession have received inadequate attention hitherto and that their urgent and satisfactory solution will largely determine whether the profession is to attain the dignity which should belong to it, attract the right type of men and women and get the best out of them. It is a sad commentary on the existing state of affairs that in regard to basic issues such as methods of selection, terms of appointment, security of tenure, provision of leave, etc., there is no uniformity of practice in the country. It was the realisation of this urgent need, that brought this Committee into existence.

8. A study of the information set out in Annexure IV will reveal that different provinces follow different principles in regard to the selection and appointment of teachers. The conditions generally and particularly those which obtain in schools managed by District Boards, Municipalities and in private institutions leave much to be desired. In many cases the managers of recognised schools or the office-bearers of local Boards, do not possess the experience in educational matters which would enable them to select people of the right type and apart from this, their judgment is prone to be influenced by extraneous considerations. Hence, the quality of the teacher in the schools they control is often very poor. When, in addition, the selection, and appointment of teachers are in one man's hands, as is often the case, there is always a risk of corruption and favouritism, and the right type of qualified teacher often fails to get a fair deal.

The Committee feel strongly that the final say in selection should rest in the hands of educationists and that proper machinery should be devised so that the rights of the teaching profession as well as the claims of the schools are safeguarded. At the same time, it has to be recognised that an adequate number of qualified teachers is not available to day because the facilities for training are lacking and the financial aspect of

the profession is not sufficiently attractive. Due allowance may have to be made for these difficulties ; but educational expansion cannot be allowed to stand still on this account and the very fact of the existing shortage increases the need for a careful and impartial selection. The Committee realise that no uniform machinery of selection can be prescribed which will suit the circumstances of all areas but they suggest that in the case of state schools it should be possible to put all appointments, subject of course to confirmation by the Education Department, in the hands of a selection committee consisting of an officer of the Education Department, a local educationist of standing if one is available, and a representative of the local Board or Municipality responsible for the control of the school. From the point of view of administrative convenience it may be desirable that such a selection committee should deal with all appointments to schools within a given area. In the case of school aided or recognised by the Education Department it should be made a condition of aid or recognition that an officer of the Department should be associated with the managing body when appointments are made.

The Committee are of opinion that teachers may be classified under the following main grades :—

- i. Graduates trained.
- ii. Graduates untrained.
- iii. Matriculates with two years' training.
- iv. Middle-School Certificate-holders with two years' training.
- v. Matriculates untrained.
- vi. Non-matriculates untrained.

Moreover, to ensure a reasonable amount of control by the Département over all appointments and to encourage a sense of solidarity to the teaching profession, the Committee feel that every province should constitute a register of teachers covering all the grades specified above. All teachers employed in schools maintained aided or recognised by Provincial Education Departments should be on the Provincial register and where an institution desire to employ a teacher who is not already on the Provincial register they should apply at once to the Education Department for his or her inclusion in it. The teacher should be removable from the register for misconduct, inefficiency or other good reason and thereafter should not be eligible for employment in any recognised school in the Province unless and until reinstated.

9. The Committee observed that even in such important matters as security of tenure and the period of probation, there are substantial differences of practice between one Province and another. Probationary periods vary from three to twelve months in Government Schools, while recognised schools make their own rules. The Committee see no reason, provided that a teacher has been selected by a proper agency, why there should be any undue delay in confirming him though they accept the need for a minimum period of probation which should be uniform for all schools, before a teacher is placed on the Provincial register. The Committee therefore consider that a young teacher should be put on probation normally for one year but under no circumstances for more

than two and that a teacher of ten years' experience should not be required to go on probation on a new appointment. Probation in the case of Head Teachers is also to be deprecated as it is calculated to weaken their authority at a critical stage.

It was agreed that all teachers, whether in Government or private institutions, should be appointed on a written contract which should provide for three months' notice by either party in the case of termination of appointments for reasons other than misconduct as well as for a right of appeal.

10. Leave rules for teachers need to be standardised as well as liberalised. It is essential to the peace of mind of a teacher that he should know the amount of leave, with or without pay, on which he can count both in the normal course and in the event of illness. Except when an engagement has been terminated summarily for misconduct a teacher who has completed a term's work should be regarded as entitled to the ensuing holiday with full pay. Sick leave should accumulate at the rate of 15 days for every six months' service up to a maximum of twelve months on full pay but to meet cases of hardship arising from sickness in the early years of service teachers should be allowed to draw sick pay in advance up to a maximum of six months, the amount so drawn to be debited against subsequent accumulation.

In the case of women teachers it was agreed that they should be allowed the same amount of leave as men teachers with the addition of a period of three months at a time in the way of maternity benefit up to a maximum of one year in all.

In view of the recommendation set out above the Committee do not regard any provision for so-called privilege or casual leave as necessary, especially as no other profession has the equivalent of the school vacations which every teacher enjoys as a matter of course. The Committee, however, consider that a teacher should be allowed emergency leave upto a limit of seven days in a year for special reasons. This leave should not be claimed as a matter of right.

11. The size of the class which he may be called upon to teach will obviously affect the extent and incidence of a teacher's work. Unfortunately what may be regarded as the ideal size from the point of view of efficient instruction and personal contact between teacher and taught will not be attainable until the available supply of teachers in all grades of school is much greater than it is at present or is likely to be for years to come. The Committee must therefore be content to express the view that no class in any school should have more than 40 children on the register, and that the number of pupils in a High School and a Primary School should not exceed 600 and 300 respectively.

12. In fixing the working hours for teachers the peculiar nature of the teacher's task must be kept in view. Teaching is an exacting business which makes great demands on the patience and imagination as well as the physical stamina. No good teacher's working day can be limited to the hours actually spent in the class room. The Committee recommend that a teacher should be required to be on the premises of the school for 32 hours per week. Out of this not more than 24 hours should be devoted to teaching and tutorial work, the remainder being given to

extra-mural activities, supervision of games, excursions or such other work as may be allocated by the Head of the school.

13. With regard to the question of working days and holidays it is evident that in a vast country like India, this matter will have to be largely determined by local custom and conditions. Uniformity is possible in fixing the minimum of working days; but each Province will arrange the time both of school session and of holidays according to its convenience and requirements.

In fixing the proportion between the working days and the holidays, the Committee agreed that schools should remain open for 200 working days every year. Each working day should be divided into two sessions, each session consisting of not less than 2 and not more than 2½ hours. A working day will consist of not more than two sessions.

14. The Committee were divided in opinion on the question of permitting school teachers to undertake private tuition. Complaints are frequent that teachers devote so much time to outside tuition that they tire themselves out and so fail to give their best to the school. On the other hand, teachers hold that they have to supplement their present inadequate salaries if they are to make both ends meet. Moreover there is often a strong demand on the part of parents for extra tuition for their children. The Committee were of the opinion that while no arbitrary ban can be imposed some sort of check is necessary to ensure that the teacher was not undertaking this kind of work to the detriment of his main task. Therefore, the Committee suggested that before undertaking private tuition teachers should obtain permission from their Heads who should maintain a register of private tuitions for the scrutiny of the Inspector of Schools. Moreover a teacher should not be permitted to undertake private tuition of a pupil whom he is teaching in his own class.

15. There is very little provision in existing school codes either to encourage or allow the teachers to undertake further study and training. The Committee strongly felt that all teachers and particularly teachers in isolated rural schools should be given every opportunity and encouragement to undertake higher study and avail themselves of study leave for this purpose. They accordingly favour a wide extension of refresher courses and facilities for study leave though in the latter case they feel it necessary to differentiate between study leave which is mainly in the interest of the school and that which is mainly in the interest of the teacher. They also recommend the adoption as soon as circumstances permit of the principle of "grace terms" whereby a teacher after not less than seven years' approved service becomes entitled to a term's leave on full pay.

16. It is reasonable to require that teachers in their own interest and that of their pupils should be healthy in body and mind. More and more stress is now being laid on the need of introducing a high standard of hygiene in schools but if teachers are found to be medically unfit or careless in matter of personal hygiene much harm can be done to the health of the children. In the opinion of the Committee, every teacher should undergo a medical examination before his appointment and if at subsequent stage the Inspector of Schools or the Head is dissatisfied

with his physical condition, he may be required to undergo another medical examination. To ensure fairness in all such cases, the Committee advocate the appointment of a Medical Board to hear appeals. In all such cases the teacher should not be asked to pay the medical fee.

The Committee were of opinion that in view of the conditions generally obtaining in this country 55 should be retained as the age at which a teacher could either claim to retire or be required by his employer to do so. In view of the shortage of teachers, however, there would be an obvious argument in favour of granting extensions up to the age of 60 to all teachers still capable of rendering efficient service. Only in very exceptional circumstances should teachers be retained in service after the age of 60.

17. *Main conclusions.*—The following is a summary of the Committee's main conclusions.

I. Selection Committees should be established for the appointments of teachers in all types of school on the lines set out in the Report. All teachers of whatever grade where confirmed on their appointments should be placed on a Provincial cadre.

II. The period of probation should be one year in normal cases, and should not exceed two years under any circumstances.

III. Teachers should be appointed on a written contract basis.

IV. Teachers should become entitled to 15 days' sick leave on full pay for every 6 months' service and should be allowed to accumulate it up to a maximum of 12 months. Women teachers may avail themselves of three months leave in the way of maternity benefit upto a maximum of one year in addition to the usual sick leave. There is no necessity for privilege or Casual leave in addition to the above, but emergency leave upto seven days in a year may be granted under exceptional circumstances.

V. The size of a class should not exceed 40 students.

VI. Every teacher should be required to be on the premises of the school for 32 hours per week, out of which not more than 24 should be occupied by teaching, the remaining being devoted to extra-mural or other school activities not entailing actual teaching.

VII. Schools should be open for not less than 200 days or 400 sessions a year each session consisting of 2½ hours approximately. A working day will consist of only two sessions.

VIII. Teachers should obtain permission from the Head Teacher to undertake private tuition—and a register will be kept in this connection.

IX. Teachers should be given facilities for refresher courses or study leave on full pay a distinction being drawn between study leave which is in the interests of the school and that which is in the interests primarily of the teacher. A 'grace-term' on full pay after seven years' service should be given as of right.

X. Teachers should undergo compulsory medical examination before appointment and subsequently when required.

XI. The normal age of retirement should be fixed at 55, to be extended upto 60 when thought desirable in the interests of the School.

ANNEXURE I.

AGENDA.

1. To consider the suitable methods of selection and appointment of teachers in Basic (Primary and Middle) Schools and High Schools under each of the following categories :—

- (a) Schools owned and managed by Government ;
- (b) Schools recognised by Government.

2. To consider the question of probationary period and security of tenure of teachers in all recognised schools.

3. To consider the desirability of making a reasonable provision of leave for teachers generally, and on grounds of health in particular ; (a) for men (b) for women.

4. To consider, with due regard to efficiency, suitable limits to the sizes of classes in—

- (a) Basic (Primary) School ; Boys and Girls.
- (b) Basic (Middle) School ; Boys and Girls.
- (c) High School (Academic) ; Boys and Girls.
- (d) High School (Technical).

5. To consider the total number of working hours per week, to be assigned to a teacher at different stages of education mentioned in item 4 ;

- (a) in teaching ;
- (b) in tutorial, and
- (c) in extra-curricular work.

6. To consider the desirability of planning of school sessions on a regional basis with due regard to climatic and seasonal conditions.

7. To consider if the current system of holidays, particularly their number and distribution is conducive to the maximum educational efficiency.

8. To consider whether in the interest of efficient instruction, teachers should be permitted to undertake private tuition or other outside work.

9. To consider the desirability of granting study leave to teachers at reasonable intervals.

10. To consider such matters as medical examination, age of retirement, extensions of service, etc.

11. To examine if women, in teaching service, merit separate consideration under any items mentioned above.

12. To consider any other matters relevant to the terms of reference.

ANNEXURE II.

A bibliography of recent articles in educational journals on Conditions of Services of Teachers.

1. Status of Teachers. 'Times Educational Supplement'—6th Feb. 43.
2. Teachers' Probationary Year : Memo. on conditions. 'Times Educational Supplement'—13th Nov., 43.

3. Status of the teacher : Headmasters discuss emergency training. '*Times Educational Supplement*'—8th Jan., 44.
4. Extraneous duties of teachers : Questions in Parliament. '*Times Educational Supplement*'—25th Mar., 44.
5. Women Teachers : demand for equal pay. '*Times Educational Supplement*'—15th April, 44.
6. Teachers in U.S.S.R. : Salaries and . Conditions of work. '*Times Educational Supplement*'—27th May, 44.
7. Teachers in U.S.A. : Training and Salaries. '*Times Educational Supplement*'—1st July, 44.
8. Duties of Teachers. '*Times Educational Supplement*'—7th Oct., 44.
9. Teachers' Salaries. '*Times Educational Supplement*'—18th Nov., 44.
10. Teachers' safeguards. '*Education*'—7th Jan., 44.
11. Education Bill amendments : Safeguarding the teachers. '*Education*'—4th Feb., 44.
12. Bill in Committee : Size of Classes. '*Education*'—25th Feb., 44.
13. National union of Teachers :—
 - (a) Remuneration and conditions of service. '*Education*'—28th April, 44.
 - (b) Retired teachers-suggested procedure. '*Education*'—28th April, 44.
 - (c) Parity of conditions. '*Education*'—28th April, 44.
 - (d) Size of classes. '*Education*'—28th April, 44.
14. Extraneous duties N. U. T. policy. '*Schoolmaster*'—19th Aug., 43.
15. Status of the teacher—F. E. Hansard. '*Schoolmaster*'—3rd Aug., 44.
16. Teachers for to-day and tomorrow. '*Schoolmaster*'—6th July, 44.
17. Pension grievances and the new bill. '*Teachers World*'—7th Feb., 45.
18. Probationary year. (Notes and comments). '*Journal of Education*'—Jan., 44.
19. Professional status by T. P. R. Laying. '*Journal of Education*'—Feb., 44.
20. Importance of providing cumulative sick leave for teachers—C. A. Weber '*Education Digest*'—March, 43.

ANNEXURE III.

Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the Training, Recruitment and conditions of Service of teachers, together with the decisions of the Board thereon. (1943).

(Not printed).

ANNEXURE IV.

A STATEMENT SHOWING THE METHODS OF SELECTION AND APPOINTMENT OF
TEACHERS ADOPTED IN THE PROVINCES, ETC.PROVINCE. *Type of School.*

Assam—

- (a) Government .. (a) *High Schools.*—Posts are filled by the Government on the recommendation of the Director of Public Instruction.

Middle & Primary Schools.—Posts are generally filled by the Divisional Inspectors of Schools with the approval of the Director of Public Instruction.

- (b) Recognised .. (b) In case of Board Schools posts are filled by the authorities of the Board concerned. In case of other Aided Schools these are filled by the Managing Committees of the Schools with the approval of the Department.

Bengal—

- (a) Government .. (a) *High Schools.*—Headmasters and Headmistresses are appointed either by promotion from lower Services or by direct recruitment from outside. Asstt. Masters and Asstt. Mistresses are appointed by direct recruitment.

Middle and Primary Schools.—Headmasters and Headmistresses of Middle Schools are appointed either by promotion or by direct recruitment. Other appointments are made by direct recruitment.

- (b) Recognised .. (b) *High & Middle Schools.*—The Managing Committees of an H. E. (Private recognised) School has the power of appointing teachers and there are no definite rules in the case of Private Middle Schools.

Primary Schools.—In case of Schools managed by District Board, Municipality and Calcutta Corporation, the teachers are recruited by the Board, Chairman of Municipality and Corporation Services Committee respectively. In case of schools aided by the Local Boards, the teachers are appointed by Managing Committees of the Schools.

Bihar—

- (a) Government (a) *High Schools.*—Headmasters are appointed by promotion from among Asstt. Headmasters. Asstt. Masters and Asstt. Mistresses are appointed by advertisement in the gazette and newspapers.

Middle Schools.—Appointments are generally made by the Inspector of Schools through advertisement.

Primary Schools.—Appointments are made through advertisement by District Inspectors of Schools in case of boys' schools and by D. P. I. in case of girls' schools.

- (b) Recognised .. (b) Teachers are appointed by the Managing Committees of the schools in accordance with the minimum qualifications prescribed by the Deptt. The products of Patna, Benares and Aligarh Universities are given preference over those of other Universities, other things being equal.
- Bombay—*
- (a) Government .. (a) Appointments of Asstt. Masters and Asstt. Mistresses are made by nomination from among candidates who must be graduates.
- (b) Recognised .. (b) The discretion lies entirely with the Management of Schools so far as appointment of teachers are concerned. Teachers are generally selected by advertisement in local papers.
- C. P. & Berar—*
- (a) Government .. (a) Headmasters|Misses of High and Middle Schools are appointed by promotion from Asstt. Masters|Misses. Other teachers in all types of schools are appointed from the list of candidates maintained for the purpose.
- (b) Recognised .. (b) Appointments are made by the Managing Committee of the School concerned.
- Madras—*
- (a) Government .. (a) *High Schools.*—School Assistants are recruited by P. S. C. or by promotion of Secondary grade teachers. Secondary grade teachers and other teachers are recruited by District Educational Officers and Principals in case of men teachers and by Inspectresses of Girls' Schools in case of Women teachers.
Elementary Schools.—Teachers are recruited by the Asstt. Agents in the Vizagapatam and East Godavari Agencies.
- (b) Recognised .. (b) *High & Middle Schools.*—Headmasters and Head-Mistresses are appointed by promotion of suitable teachers or by direct recruitment (without reference to communal rotation rules). Secondary grade teachers are generally appointed by direct recruitment (on the basis of communal representations) and other teachers and instructors|instructresses are directly recruited (without reference to communal representation rules).
Elementary Schools.—Secondary grade teachers in schools of local Bodies are appointed by direct recruitment or by promotion, and other teachers are directly recruited.
- N.W. F. P.—*
- (a) Government .. (a) *High Schools.*—Headmasters are appointed by promotion on selection from among senior S. A. V. grade teachers; the 2nd masters and 3rd masters are appointed by selection, promotion or direct recruitment and the Asstt. Masters are appointed by direct recruitment.

- (b) Recognised .. (b) Appointments are generally made either by promotion to higher grades or by direct recruitment.

Orissa—

- (a) Government .. All vacancies in subordinate Educational Service are ordinarily advertised and filled by selection from among candidates who reply to the advertisement or are nominated by the Principals of the training colleges. In case of urgency Inspectors may select candidates from the list of registered candidates maintained by them.

Sind—

- (a) Government .. (a) *High Schools*.—Headmasters are appointed by promotion of suitable teachers or by direct recruitment. Other teachers are appointed by nomination from among candidates who must be graduates.

- (b) Recognised .. (b) *High Schools*.—(Non-Government)—Teachers are directly appointed by advertising the posts.

Primary Schools.—(Local Authority)—Teachers are directly recruited from among those successful candidates in Primary School Leaving Certificate Examination.

U. P.—

- (a) Government .. (a) *High Schools*.—Trained Graduate teachers are appointed by advertisement through P.S.C. or by promotion from trained undergraduate teachers who have taken their degree. Lower grade teachers in Schools for Girls are appointed by promotion or direct recruitment. All other teachers are appointed by advertisement through P.S.C.

Middle Schools.—In boys' Schools Head Teachers are appointed by promotion of Asstt. Masters in consultation with P.S.C. and Asstt. Teachers are appointed by the D.P.I. for 5 years from among teachers working as Instructors in Basic Refresher Course. Appointments of Women teachers carrying an initial salary below Rs. 50 p.m. are made by the Chief Inspectors of Girls' Schools and for others by advertisement through P.S.C.

- (b) Recognised .. (b) In Local Fund Schools appointments are made by promotion or direct recruitment by the Chairman, Education Committee. No method is prescribed for private recognised schools.

Ajmer-Merwara—

- (a) Government .. (a) Teachers in Vernacular Schools are nominated from amongst V.T.Cs. from Normal Schools. Other posts are filled by Selection through advertisement, preference being given to local qualified men.

- (b) Recognised .. (b) Selection is generally made after advertisement.

Baluchistan—

- (a) Government .. (a) Principals of Higher Grade Secondary Schools for boys are appointed through F. P. S. C. and teachers in other types of schools are appointed by application to the Superintendent of Education.
- (b) Recognised .. (b) Teachers are appointed by application to the School concerned.

Bangalore—

- (a) Government .. }
 (b) Recognised .. } Normally by advertisement in the local papers.

Delhi—

- (a) Government .. (a) *Middle Schools*.—Department recruit teachers after proper advertisement.
- (b) Recognised .. (b) *High and Middle Schools*.—Local Bodies/Managing Committees of Schools concerned recruit teachers by advertisement.
Primary Schools.—Some local bodies recruit teachers after proper advertisement.

Extract from the Primary and secondary schools (Grant Conditions) Regulations, 1945, made by the Minister of Education, England.

- Primary and Secondary Schools*.—Teachers are employed in the following categories:—
- (1) *Temporary Teachers*.—Minister approves the appointment of such a teacher for a period not exceeding 5 years unless, having regard to the available supply of teachers and candidates, he thinks fit to extend the period from year to year.
 - (2) *Occasional Teachers*.—A person who is not qualified for employment as a regular assistant teacher may be employed as an occasional teacher in substitution for a regular assistant teacher. In special circumstances a person not qualified for employment as a regular assistant teacher but is otherwise suitable may be employed for part-time instruction in approved subjects.
 - (3) *Teachers (Regular Assistant or Qualified)*.—Trained teachers are employed as qualified teachers and the first year of their service is regarded as probationary period, during which time they must satisfy the Minister of their practical proficiency as teachers.

ANNEXURE V.

A STATEMENT SHOWING THE CONDITIONS OF SERVICE, PROBATIONARY PERIOD AND SECURITY OF TENURE OF TEACHERS IN SCHOOLS IN INDIA.
 (cf. ITEM 2 OF AGENDA).

PROVINCE.	Probationary Period.		Security of Tenure.	
	(1)	(2)	(1)	(2)
Assam	In all Government and recognised schools 3 months' notice of discharge from service is given to permanent incumbent when the post is abolished. In other cases one month's notice is served. Teachers affected are allowed to appeal to an authority next above the one who inflicts punishment.	

(1)	(2)
Bengal ..	<i>Government Schools.</i> —(High & Middle)—For dismissal 3 months' notice is necessary in case of permanent teachers. Provision for appeals has been made in the Civil Services Rules.
6 months	<i>Private recognised High Schools.</i> —The services of a permanent teacher (<i>i.e.</i> , one who has rendered service at least for 2 years) may be terminated by one month's notice, on either side, on sufficient and satisfactory ground. The teacher may appeal to the Arbitration Board. <i>Local Fund Schools (Primary).</i> —No teacher can be discharged from the Board without a previous report on his or her work from the Inspecting Agency in case of Aided schools. In case of schools managed by Local Boards the matter is left to the discretion of the Board. In case of Aided schools an appeal may be made to the D.P.I. within 60 days of the order of discharge. In case of schools managed by Local Boards appeal lies with the District Inspector of schools.
Bihar—	
?—12 months	<i>Government Schools.</i> —One month's notice in case of temporary teachers and reasonable notice of at least 3 months in case of those in permanent employ are necessary for discharge from service. In case of Headmaster and Lady Principals of High Schools appeals are decided by the Government in consultation with the P.S.C. In case of Subordinate Service Teachers appeals lie with the authority immediately superior to the authority inflicting the punishment. <i>Recognised High Schools.</i> —One month's notice or a month's salary in lieu thereof is necessary for discharging teachers from services. An appeal against the dismissal is permissible.
Bombay ..	<i>Government Schools.</i> —When a post is abolished 3 months' notice for discharge from service is necessary. Provision for appeals has been provided in the B.C.S. Discipline and Appeal Rules. <i>Recognised Schools.</i> —For discharge from Service permanent teachers are generally given notice for a school term and in case of reduction of establishment they are given 3 months' notice. Services can be dispensed with without notice after due inquiry in case of insubordination or misconduct. Temporary teachers are served one month's notice for their discharge from service. No specific provision exists in the matter of appeal. In case of dispute between teachers and the management question is sometimes referred to the Department.
C. P. & Berar ..	<i>Government Schools.</i> —Three months' notice is required for discharge from service. An appeal may be made to the authority immediately superior to the officer passing the order of punishment and, if rejected, an appeal may be made to the local Government.

(1)

(2)

Recognised Schools.—One month's notice is required for discharge from service. There are no rules prescribed by Government for the purpose of appeal. The management of the school can dispose of the appeal.

Madras—

1 year

Government Schools.—If the posts are abolished, 3 months' notice for discharge from service in necessary in case of permanent teachers and one month's notice in case of acting men. No notice is necessary in case of teachers discharged for want of vacancy. Provision for appeals has been made in the classification and control and appeal rules.

Recognised Schools.—For discharge from service 3 months' notice in case of permanent teachers and reasonable notice in case of others are necessary. In case of Headmasters|Headmistresses of Secondary Schools (Local Bodies) appeals lie with the Government and in case of other teachers appeals lie with the D. P. I.

N. W. F. P.

Government Schools.—Rules for discharge from service and appeals have been provided in the N.W.F.P. Subordinate Service Punishment and Appeal Rules.

Aided Schools.—Each management has its own rules regarding the discharge from services of teachers. Usually one month's notice is served in such cases. Appeals are made to the D.P.I. against the action of the management.

Local Fund Schools.—The rules for discharge from service of teachers in the D. B. schools are the same as in Government schools. Appeal lies with the D.P.I. in case of E.T.S. teachers and with the Provincial Government in case of S.A.V., J.A.V., S.V., and other teachers. Municipal Board schools are guided in all such matters by their respective Municipal Acts.

Orissa—

3—12 months ..

Government Schools.—The teachers are entitled to appeal to the authority immediately superior to an authority passing order for removal, dismissal, suspension, etc.

Recognised Schools.—The services of a teacher may be terminated on either side, by one month's notice or on payment of a month's salary in lieu thereof. The service of the teacher may be dispensed with for gross misconduct after giving him an opportunity of making a defence. In the former case appeal lies with the management of the school and in the latter case it rests with the school Inspector.

(1)

(2)

Punjab—

1 year .. *Government Schools.*—No notice of discharge from service is given in case of temporary or officiating hands. Permanent teachers are governed by C. S. Rules (Punjab) and there is provision for appeal in cases of dismissal, etc.

Recognised Schools.—No definite departmental rules exist in this matter.

Sind *Government High Schools.*—3 months' notice is required for discharging any teacher from service. The teacher concerned can appeal to the authority higher than the appointing authority, i.e. Government.

Non-Government High and Middle Schools.—Usually one month's notice is given for discharge from service. The staff apply to Managing Board for appeals.

Local Authority Schools—Primary Schools.—3 months' notice for discharge from service is necessary. In case of dismissal appeal can be made to the local authority.

U. P.—

1 year .. *Government Schools.*—The teachers are guided by C. S. R. for their security of tenures.

Recognised Schools.—Except in case of removal for misconduct or in absence of an agreement to the contrary, a permanent teacher's service may be terminated on one month's notice on either side when he is on probation and on two months' notice on either side if he has been confirmed.

Ajmer-Merwara

.. *Government Schools.*—Discharge from service in case of abolition of post requires 3 months' notice or three months pay in lieu thereof. There is provision for appeal to the next higher authority in case of any punishment being inflicted.

Recognised Schools.—One month's notice in case of Municipal Schools is required for dismissal. In private recognised schools one month's notice for probationers and 2 months' notice for permanent teachers are required for discharge from service. In case of Municipal Schools appeal lies with the next higher authority and in case of private recognised schools appeal lies with the Head of the Department.

Baluchistan ..

.. *Government Schools.*—Three months' notice is generally required for discharge from service in case of permanent teachers and no notice is required in case of teachers on probation or found medically unfit, for discharge from duties. Provision for appeal exists under Civil Service Classification Control and Appeal Rules to the A. G. G. in Baluchistan.

1 year ..

.. *Recognised Schools.*—3 months' notice is ordinarily required for discharge from service. There is provision for appeal to the Superintendent of Education in Baluchistan.

(1)

(2)

Bangalore—

6 months

.. Three months' notice on either side (or as provided in the agreement between management and staff) is necessary in all types of institutions for discharging a teacher from service.

Delhi

*Government Schools—(Middle).—*3 months' notice is required for discharging a teacher from service. Appeal lies with the Local Government.

*Recognised Schools.—*In case of schools of Local Bodies 3 months' notice for discharge from service is necessary in case of permanent employees. Appeals lie with the Local Body. In case of private recognised schools 3 months' notice is required from either side in case of permanent employees and appeals lie with the Department.

Probationary Period.

Security of Tenure.

<p>Extract from Primary and Secondary schools (Grant Conditions) Regulations made by Minister of Education, England.</p>	<p>This is one year in case of a qualified teacher. The Minister can waive this requirement, or reduce the period, or extend it in special cases.</p>	<p>A teacher, other than an occasional teacher, is employed under a written agreement defining the conditions of service. A teacher shall not be dismissed without an opportunity of appearing in person before the governors. If service of a teacher is terminated on account of criminal offence or grave misconduct or grave professional default, etc., the facts must be reported to the Minister of Education. The Minister will inform the teacher of the charges against him and give him an opportunity for explanation.</p>
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ANNEXURE VI.

A STATEMENT OF THE PRESENT PROVISION FOR LEAVE FOR TEACHERS AND THE DIRECTORS OF PUBLIC INSTRUCTION.

Province.	Present position.		Suggestions.	
	Government Schools.	Recognised Schools.	Government Schools.	Recognised Schools.
1	2	3	4	5
Bengal ..	<p>1. Casual Leave—10 days ..</p> <p>2. Medical Leave—12 months during the entire period of service, on full pay 8 months and half pay for remaining period, if leave is due.</p> <p>3. Maternity leave ..</p>	<p><i>Local Bodies Schools—</i></p> <p>1. Casual leave—15 days ..</p> <p>2. Maternity leave—3 months (full pay).</p> <p>3. Other leave on half pay—15 days.</p> <p><i>Private Secondary Schools—</i></p> <p>1. Casual leave—15 days ..</p> <p>2. Medical leave on such allowances and for such period as the managing Committee may decide.</p>	..	<p>There should be a uniform set of medical leave rules for all institutions as follows :—</p> <p>1. Medical or maternity leave—during whole period of service—12 months with pay.</p> <p>2. Maternity leave—3 months at a time (full pay).</p> <p>3. Medical leave in a year—1 month (full pay).</p> <p>4. Medical leave during whole period of service—6 months full pay—Next 6 months half pay.</p> <p>5. Medical leave for period in excess of 1 year—Excess period without pay.</p>
Bihar ..	As for other Government Servants.	<p><i>High Schools—</i></p> <p>1. Medical leave on full Pay—1/30th of active service.</p>		<p><i>High Schools—</i></p> <p>The prescribed rules are quite liberal and do not require any improvement.</p>

ANNEXURE VI—contd.

1	2	3	4	5
Madras ..	As for other Government Servants.	<p>2. Medical leave on full pay at a time—6 months.</p> <p>3. Medical leave in continuation of 2—Upto 6 months (half pay).</p> <p>4. Medical leave in continuation of 3—Upto 1 year more (without pay).</p> <p><i>Middle & Primary Schools—</i> District Board Schools have their own leave rules.</p> <p><i>Aided Elementary Schools—</i></p> <p>1. Leave due after one year of service—15 days (with pay).</p> <p>2. Maximum period of leave in (1) which can be accumulated—45 days.</p> <p><i>Secondary Schools—Aided—</i></p> <p>1. Leave admissible after every 5 years of service in case of persons domiciled out of India—6 months.</p> <p>2. Maximum period of leave in (1) which can be accumulated in the service—2 years.</p>	....	<p><i>Middle & Primary Schools—</i> As rules applicable to District Board School teachers are applicable to all employees of the Board. It does not seem necessary to interfere with it.</p> <p><i>Aided Elementary Schools—</i></p> <p>1. Leave with full pay in a year—15 days.</p> <p>2. Further leave on half pay—15 days.</p> <p><i>Secondary Schools—Aided—</i></p> <p>1. Leave with full pay—3 weeks.</p> <p>2. Further leave [including leave in (1)]—4 months (half pay).</p> <p>3. Period of leave in (2) admissible in the course of whole service—1 year.</p>

N.W.F.P. ..	Ditto.	<p><i>Local Fund Schools—</i> Same as Government Rules</p> <p><i>Private Schools—</i> They have their own rules.</p>	....	No improvement is suggested as the present provision is considered satisfactory, excepting for new entrants who should be brought under the old leave rules.
Orissa ..	Ditto.	<p>1. Medical leave on full pay— 1/30th of active service.</p> <p>2. Medical leave on full pay at a time—6 months.</p> <p>3. Medical leave in continuation of (2) on fresh M. C.—6 months (half pay).</p>	....	The present provision seems to be satisfactory.
Punjab ..	<p><i>For old entrants (before 1931)—</i></p> <p>1. Leave on full pay after every 11 months—1 month.</p> <p>2. Medical leave on full pay during period of service—1 year.</p> <p>3. In case of illness extending over a year leave is admissible on half pay to the extent of leave covered under rule (1) and (2) earned.</p>	<p><i>Local Bodies Schools—</i> Generally governed by same rules as in Government schools.</p> <p><i>Private recognised Schools—</i> They have their own rules.</p>	Rules applicable to old entrants are quite liberal rules; those applicable to new entrants are not so satisfactory.	

ANNEXURE VI—*conold.*

1	2	3	4	5
<p>Punjab ..</p>	<p>4. In case of protracted illness unearned leave on half pay is also permissible for a fairly long period.</p> <p><i>New entrants (1931 & after)—</i></p> <p>1. Medical leave on half pay during the course of service—18 months.</p> <p>2. Further leave without pay may be sanctioned in case of protracted illness.</p>			
<p>Ajmer- Merwara.</p>	<p>As for other Government servants.</p>	<p>Medical leave for every 3 years of completed service—1 month (full pay)</p>	<p>Present provision is quite satisfactory.</p>	<p>Provision should be made for grant of medical leave on full pay as in the case of Government institutions. The increased grant necessary in this behalf should be managed by the Government and Management equally.</p>
<p>Sind</p>	<p>Ditto.</p>	<p>No prescribed leave rules ..</p>		<p>In aided schools some rules should apply as in case of Government Schools.</p>

ANNEXURE VII.

A STATEMENT OF THE PRESENT POSITION AND VIEWS OF DIRECTORS OF PUBLIC INSTRUCTION ON THE SIZE OF CLASSES.

Province.	Prescribed Limits.			Proposed Limits.		
	High.	Middle.	Primary.	High.	Middle.	Primary.
1	2	3	4	5	6	7
Bengal ..	VII & VIII : 40 IX & X : 50	V & VI : 40	I : 40 II : 35 III & IV : 30	40	40	30
Bihar ..	50	50	40	40 Class Room : 10-12 sq. ft. min. Space per pupil : 100-120 cu. ft. min.	40 Class Room : 10-12 sq. ft. min. Space per pupil : 100-120 cu. ft. min.	30 Class Room : 8-10 sq. ft. min. Space per pupil : 80-100 cu. ft. min.
Madras ..	40	40	40	30 (per teacher).	30 (per teacher).	1-25 Others—30
N. W. F. P. ..	Ordinarily 40 Special case 45	Ordinarily 40 Special case 45	Ordinarily 40 Special case 45	35	35	35
Orissa ..	40	40	30	40 Class Room : 28' × 20'.	40 Class Room 28' × 20'.	30 Class Room 28' × 15'.
Punjab ..	45	30	Infant : 25 Other classes : 30	40	A.V.M. : 40 V.M. : 30	Infant : 20 Other Classes : 30

ANNEXURE VII—*conold.*

1	2	3	4	5	6	7
Sind	10 sq. ft. per pupil.	10 sq. ft. per pupil.	8 sq. ft. per pupil.	As at present.	As at present.	As at present.
Ajmer-Merwara	..	..	..	30—35	30—35	20
Coorg .. ..	..	..	..	30	30	30
Extract from Minister of Education's Grant Regulation No. 20.	30	30	Class of pupil under 3 years : 15 Class of pupil between 3 and 5 years : 30. Class of senior pupils—30.			

ANNEXURE IX.

A STATEMENT OF THE PRIMARY POSITION AND VIEWS OF DIRECTORS OF PUBLIC INSTRUCTION ON TEACHERS' HOURS OF WORK. Cf. ITEM 5 (a) OF AGENDA.

Province. 1	Present hours of work.		Proposed hours of work.	
	Primary. 2	Middle and High. 3	Primary. 4	Middle and High. 5
Bengal ..	24 hours	23 hours (30 periods) ..	24 hours In residential schools where the teacher has other and exacting duties outside the class room, his class-work should be less.*	23 hours (30 periods).
	Government Schools 25 hrs. Non-Government Schools— Lower Primary—24 hours. Upper Primary—26½ hours.	Government Schools— Headmaster : 17 periods of 40-45 minutes each. Assistant Headmaster—29 periods of 40-45 minutes each. Asstt. Master—34 periods of 40-45 minutes each. Non-Government Schools— Headmaster—18 periods of 40-45 minutes each. Other teachers—29-34 periods of 40-45 minutes each.	1. Ordinarily 28 periods. 2. This limit may be exceeded in case of a single teacher primary school.	Asstt. Teachers—28 periods (5 periods each day from Monday to Friday and 3 periods on Saturday).

ANNEXURE IX—*contd.*

1	2	3	4	5
Madras ..	Not known	25 periods or 18 hours ..	Headmasters—20 periods. Other teachers—28 periods.	Headmasters—12-15 periods. Other teachers—25 periods.
N. W. F. P.	27 hours (36 periods) ..	27 hours (36 periods) ..	33 periods of 30 minutes each.	33 periods of 45 minutes each.
Orissa ..	..	....	15 hours	20 hours.
Punjab ..	Infant class .. 15 hrs. Class I. .. 17 hrs. Class III & IV.. 25 hrs.	Headmasters—10-16 hrs. Science masters—16-18 hrs. Other teachers—20 hrs.	As at present	1. As at present. 2. No teacher in A.V. School should be given work for more than 30 periods a week.
Sind ..	1—18-24 hrs. Other classes—24-36 hrs.	Head teachers—8-12 hrs. Science teachers—18 hrs. Other teachers—23 hrs.	No change	No change.
Ajmer-Merwara.	..	30 hrs.	24 hrs. (including games and crea- tive activities).	30 hrs.
Coorg ..	..	....	25 periods	Middle—25 periods. High 20 periods

ANNEXURE X.

THE VIEWS OF CERTAIN EXPERTS AND ORGANISATIONS ON THE PLANNING OF SCHOOL HOURS.

1. Dr. A. C. Ukil, All-India Institute of Hygiene and Public Health, Calcutta.

Sir Leonard Hill (England) had found during his investigation that the output of energy is at its maximum when the temperature as well as relative humidity of the atmospheric environment is comparatively low, that it diminishes with the rise of temperature and more particularly of relative humidity and that the optimum results are obtained with a temperature of 75° F and a relative humidity of 60 per cent. Basing his observations on this finding, the D.P.H., Bengal in 1940 came to the conclusion that in Bengal School hours should be between 7 A.M. to 12 noon during winter and 6-30 A.M. to 11-30 A.M. during summer. He further found out that maximum uncomfortable conditions were between 12 noon to 3 p.m. Dr. Ukil entirely agrees with this observation.

2. Mr. A. N. Basu, Department of Teachers Training, Calcutta Univ.

Suggests that school hours should as a rule concur with the normal hours of business and the length of the school day should be extended so that there may be provision in the school time-table for games and other activities.

Also suggests that the school year should begin in July and the seasonal terms of working days should be as follows:—

(1) Autumn term—

First week of July to middle of September
10 weeks.

(2) Winter term—

3rd week of October to 3rd week of December
10 weeks.

(3) Spring term—

2nd week of Jan. to 3rd week of February
7 weeks.

(4) Summer term—

1st week of March to Middle of May with exam. in the 1st week. 10 weeks.

Although the above suggestions have been made with particular reference to Bengal, the principles may equally apply to other parts of India.

3. Indian Psychological Association, Calcutta.

Recommends the following hours of work for children of different age-groups.

(i) Children between 3-6 years—

Not more than 3 hours of work, within short periods not exceeding 20 minutes. A mid-day rest period is essential.

(ii) Children between 6-11 years—

Not more than 4 hours of work. Each period should normally be of half-an hour duration. A midday rest period must be granted for children up to 8 years.

(iii) Children between 11-16 years--

The school hours should be from 11 a.m. till 5-30 p.m. with provision for school tiffin and facilities for games in the afternoon.

4. The Editor, Teachers' Journal, Calcutta.

Suggests that :

- (i) As the output of energy is maximum when the temperature as well as the relative humidity is comparatively low, there should be a cessation of all work in India between 12 noon and 3 p.m.
- (ii) The schools should be held in two shifts-- Morning and afternoon--with the following timings :--

Morning--7 a.m. to 10 a.m. (Summer) or 8 to 11 a.m. (winter).

Afternoon--3 p.m. to 5 p.m. (summer) or 2 to 4 p.m. (winter).

Elementary Schools and the lower forms of Secondary Schools need not be held in the afternoon.

In order to be able to effect these changes it is further suggested that the Government should, (i) place before the schools and the public the ideal working hours for the schools as a recommendation and constantly insist on a change over for the better, (ii) rouse popular feeling in support of the recommendation, after this stage, the schools may be asked to adopt two different timings—one for Summer (April-September) having two shifts, morning and afternoon, as noted above, the other for winter (October-March), having one midday shift, as at present, as an experimental measure.

5. Board of Education, London.

The Board's Code of Regulations for *Elementary* Schools requires only that each school must normally be open for at least 400 "meetings" a year, and that the minimum period of secular instruction per meeting must be 1½ hours for infants and 2 hours for older children. A meeting comprises an afternoon or a morning session. In practice the schools are generally open during both the morning and the afternoon from Monday to Friday but are closed on Saturdays and Sundays. Apart from these requirements, the length of the three or four terms into school which the school year is normally divided, the dates of the school holidays and the actual hours of meeting are matters for the local Education Authority or the Managers concerned. The normal number of "meetings" in a school is about 410-420, i.e., the Elementary Schools are open for periods amounting in the aggregate to between 41 and 42 weeks. The hours of instruction, including time given to religious instruction—normally about three quarters or

an hour a day—are, for older children about 3 hours in the morning and 2½ hours in the afternoon normally from 9-0 a.m. to 12-0 noon and either 2-0 p.m. to 4-30 p.m. or 1-30 p.m. to 4-0 p.m.; occasionally the morning meeting may be extended to 12-30 p.m. For infants these periods are generally half an hour less for both morning and afternoon sessions. There is a short break of about 10 minutes during both the morning and afternoon sessions.

With regard to *secondary* Schools, the normal school year is at present 37-38 weeks long. The length of the term also depends on the district in which the school is situated, and may vary from 6-7 weeks. The number of hours of instruction in grant-earning Secondary Schools may vary from 24-27 a week, these figures being exclusive of times for morning assembly and recess. The division of this time into periods varies from school according to the length of the period, which may be from 40-45 minutes or an hour. The following dates give a concrete example of a school year under the London County Council :—

Vacations.

Elementary Schools—Christmas—December 22nd—
January 8th.

Easter—April 6—17th.

Summer—July 27th—August 28th.

Autumn break.—October 30-31st.

Secondary Schools—

Christmas—Dec. 20th—Jan. 14th.

Easter—March 25th—April 28th.

Summer—June 24th—Sept. 16th.

These vacations give a total holiday period for *Elementary Schools* of about 9 weeks, and for *Secondary Schools*, which may have in addition Whit Monday and one or two special holidays, about 14-15 weeks.

ANNEXURE XI.

EXISTING SCHOOL SESSIONS.

Bengal	..	..	School year—January to December. Three terms :— 1. January to middle of May. 2. Middle of June to end of September. 3. End of November to end of December.
Bihar	..	..	School year—January to December.
C. P. & Berar	..	..	June 3rd week to March 3rd week (Mid-day classes). March 4th week to April 2nd week (Morning classes). April 3rd week to June 2nd week (Summer vacation).
N. W. F. P.	..	..	School year—1st April to 31st March.
Orissa	..	..	School year—January to December.
Punjab	..	..	School year—1st April to 31st March. Summer term—April to September. Winter term—October to March.
U. P.	..	..	1st April to 31st July (morning classes). 1st August to 31st March (mid-day classes)

ANNEXURE XII

THE VIEWS OF CERTAIN EXPERTS AND ORGANISATIONS ON THE PLANNING OF HOLIDAYS

(cf., ITEM 7 OF AGENDA).

1. Dr. N. N. Sen Gupta,
M.A., Ph.D., Prof. &
Head of the Dept. of
Philosophy, Lucknow
University.

Suggests two alternatives :—

- (i) That the plan of work in the school may be re-shuffled every year so that they may fit in with the timing of the holidays, so that the stress on the student population may be evenly distributed over the whole year.
- (ii) That holidays may be fitted into the plan of school work rather than fitting school work into a scheme of pre-arranged holidays. Religious and social holidays may not be altogether ignored but their length may be reduced.

He, however, prefers alternative (ii). Also suggests that the last day of each month may be regarded as a holiday.

2. Mr. A. N. Basu, Dept.
of Teachers' Train-
ing, Calcutta Univer-
sity.

Suggests that holidays should be recast as follows :

- (1) Autumn Holidays—
Middle of September to 2nd week
of October 3 weeks.
- (2) Winter Holidays—
Last week of Dec. and 1st week of
January 1½ weeks.
- (3) Spring Holidays—
Last week of Feb. to 1st week of
March 1½ weeks
- (4) Summer Holidays—
Middle of May to end of June with
admission in last half of June .. 6 weeks
- Although the above suggestions have been made with particular reference to Bengal, the principles may equally apply to other parts of India.

3. Indian Psychological
Association, Calcutta.

The existing practice may be followed subject to the following recommendations :

- (i) The working terms should be three in a year.
- (ii) The terms should as far as possible be equal in length.
- (iii) Instead of granting within the term unimportant local holidays which cause frequent interruption of work, short mid-term breaks might be allowed when necessary.
- (iv) Terms should be so planned that actual working days are spread over somewhat on the following plan, viz.,

January 3rd to May
2nd.
June 16th to Septem-
ber 15th.
October 25th to De-
cember 23rd.

} Approximate dates
of working
terms suitable
as for Bengal.

ANNEXURE XIII--contd

1	2	3	4	5
C. P. Berar	Vernacular and A. V. Schools	60 days in Summer and 10 days during Diwali.	5 hours of study.	
N. W. F. P.	High and Middle ..	42 days in Summer and 10 days in March or April.	High--30 hours per week.	Special periods or Vacation among hill tribes.
	Primary	2 vacations not exceeding 42 days.	I Class--18 hrs. II & III Class--21 hrs. IV Class--24 hrs. per week.	
Punjab ..	Primary	2 vacations not exceeding 49 days.	I Class--19 hrs. II & III Class--19 hrs. IV Class--24 hrs. per week	
	High	60 days from end of July.	30 hours per week.	
Lower Sind	High	42 days in Summer and 28 days in winter, and Sundays.		
Upper Sind	High	56 days in Summer and 21 days in winter, and Sundays.		
U. P. ..	Primary .. .. .	.....	4 hours a day. .	
	Middle & High	49 days in Summer and 7 days in Christmas.	5 hours for 6 days in the week & 4 hours in April. May a July.	
Baluchistan	Primary	In Winter areas 56 days in Winter and 7 days in Summer.	I Class--16 hours. II & III Class--19 hours. IV Class --24 hours per week	
	High	In Summer areas 56 days in Summer.	30 hours weekly.	

ANNEXURE XIV.

TEACHERS—PRIVATE TUITION (INFORMATION COLLECTED FROM EDUCATION CODES).
(cf. ITEM 8 OF AGENDA).

Province and Type of School.	Admissibility of Private Tuition.
<i>Assam—</i>	
Government ..	One hour a day if the authority is satisfied that it is not detrimental to the teacher's ordinary duties and the rate of remuneration proposed is reasonable.
<i>Bengal—</i>	
Recognised ..	Not permitted if it interferes with proper execution of school duties.
<i>Bihar—</i>	
Ditto.	Ditto.
Government ..	Special sanction of the Inspector or recommendation of the Headmaster is necessary.
<i>Bombay—</i>	
	Two hours with the sanction of the Deputy Inspector.
<i>C. P. & Berar—</i>	
Government ..	Not permitted without the sanction of the Inspector.
<i>N. W. F. P.—</i>	
Government ..	Permitted only with written sanction of D. P. I. if it does not interfere with regular duties.
Board ..	Permitted only with written sanction of Local Body if it does not interfere with school duties.
Aided ..	Permitted with previous sanction of the Managing Committee provided it does not interfere with regular duties.
<i>Orissa—</i>	
	Same as in Bihar.
<i>Punjab—</i>	
Govt. & Board ..	Allowed only in accordance with the Departmental rules in force.
<i>U. P.—</i>	
Recognised English Schools.	Permission of the manager is necessary.
Municipal and District Boards.	Sanction of the Board and approval of the Inspector are necessary.

ANNEXURE XV.

TEACHERS—STUDY LEAVE—VIEWS EXPRESSED BY THE D. P. IS., ETC.
(cf., ITEM 9 OF AGENDA).

Province.			
Bengal	As things are at present, no useful purpose will be served by an obligatory provision for study leave. Teachers should attend refresher courses and should then be regarded as on duty; and others, wishing for study leave, should have the right of getting it under specific conditions—say, a year after seven years, at least once in their service.
Bihar	Study leave is not ordinarily granted to Government servants of less than 5 years' service. The study leave should be granted once at about the end of 5 years' service and again at about the end of 15 years of service, and no more.
Madras	Study leave should be granted to teachers under various managements at an interval of at least 10 years.
N. W. F. P.	Study leave should be granted to teachers of real worth and merit who are likely to benefit by further study and such leave should be granted between the ages of 30 and 40.
Orissa	Study leave should be granted at least once in the course of the whole service.
Punjab	The Local Bodies and private managements are hardly in a position to grant study leave to their employees. The Government have agreed to the principle of granting study leave to teachers who, by virtue of their qualifications, experience and potential ability, are likely to make good use of it.
Ajmer-Merwara	The grant of study leave at an interval of 5 years is considered to be most necessary for improving knowledge and refreshing technical qualification. Teachers in Government schools should get full salary during study leave and travelling allowance. Teachers in aided schools may also be given such concessions by their Managements and half the cost may be contributed by Government.

ANNEXURE XVIII A

TEACHERS—AGE OF RETIREMENT, EXTENSION OF SERVICES, ETC.—VIEWS EXPRESSED BY D. P. L., ETC.

(Cf. ITEM 9 OF AGENDA)

Province.

Bengal—

Age limit for retirement (present position)

Primary Schools—no age limit prescribed.

Secondary Schools—60.

Extensions may be given in case of secondary school teachers, a year at a time, to 65.

Suggests the age of retirement should be 55, with extension as a rule up to 60 when the teachers' mental and physical vigour justifies it.

Bihar—(a) *Govt. Schools*.—Age of retirement is 55. Extension requires the sanction of the Provincial Govt. on public grounds and cannot exceed 60 years except in very special circumstances.(b) *Non-Government Schools*.—Local Board Schools 55.

Recognised High Schools—55 and an extension beyond the age of 60 years is not, as a general rule, entertained.

Suggests the age of retirement to be 55 and extension of service to be granted on public grounds up to 60 years of age, a year at a time, and not more.

Madras—(a) *Govt. Schools*.—Age of retirement is 55 and extension of service are very rarely given.(b) *Aided Schools*.—Age of retirement is 55 and extension of service may be sanctioned up to 60 years by the Head of department provided the teachers keep good health.

Suggests age of retirement to be strictly followed in all schools as 55.

N. W. F. P.—

Suggests age of retirement to be 55 in all Schools and recommends extension up to age of 60 in exceptional cases on production of medical certificate of sound health.

Orissa—

Suggests 55 years should be age of retirement and adds that an extension is justifiable in case of those who in addition to their work as teachers have also engaged themselves in literary activities and have meritorious publications to their credit.

ANNEXURE XVI—contd.

Province.

Punjab—

- (a) *Govt. Schools*.—Age of retirement is 55 and, as a rule, no teachers are granted extension.
- (b) *District Board Schools*.—Age of retirement is 55 although in case of scarcity of experienced teachers extension may be granted up to the age of 60 years, one year at a time, provided the teacher is in good health.
- (c) *Private Schools (Recognised)*.—For grant-in-aid these schools are to observe the same rules as in (b) above.

Sind—

Prescribed age of retirement—55.

Suggests Government should consider the grant of extension of service according to the merits of each case.

Ajmer-Merwar—

Government Schools.—Age of retirement is 55 and extension for 2 or 3 years is granted if the teacher is physically fit and capable of doing good work.

Suggests the age of retirement to be 50, particularly in case of lady teachers who are generally of tender constitution. Extensions may be granted in deserving cases up to 55.

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Serial No.	Names of Publications	Year of publication
1	Report on Vocational Education in India (Delhi, the Punjab and the United Provinces) (E. H. L. 34)	1937
2	Report of the Women's Education Committee on primary education of girls in India 1936	1937
3	Report of the Women's Education Committee of Central Advisory Board of Education to consider curriculum of Girls' Primary Schools in India	1937
4	Report of the Vernacular Education Committee of the Central Advisory Board of Education appointed to consider certain questions connected with the administration and control of Primary Education	1937
5	Report of the First Committee of Central Advisory Board of Education appointed to consider the Wardha Education Scheme (E.H.L. 40)	1938
6	Report of the 2nd Wardha Education Committee of the Central Advisory Board of Education (App. IV to 5th meeting proceedings)	1940
7	Report of the Adult Education Committee of the Central Advisory Board of Education, 1939 (E.H.L. 46) (App. III to 5th meeting proceedings)	1940
8	Report of the Social Service and Public Administration Committee of the Central Advisory Board of Education in India, 1940, together with the decisions of the Board thereon (E.C. 6)	1941
9	Report of the Joint Committee appointed by the Central Advisory Board of Health and Central Advisory Board of Education on the Medical Inspection of School Children	1941
10	Report of the Scientific Terminology Committee of the Central Advisory Board of Education in India, 1940, together with the decisions of the Board thereon (E.C. 5)	1941
11	Proceedings of the 6th Meeting of the Central Advisory Board of Education held at Madras on 11th and 12th January 1941 (E.C. 4 VI)	1941
12	Proceedings of the 7th Meeting of the Central Advisory Board of Education in India held at Hyderabad, Deccan, on 14th and 15th January 1942 (E.C. 4 VII)	1942
13	Report of the School Building Committee (E.C. 8)	1942
14	Report of the Uniform Braille Code Committee (E.C. 7)	1942
15	Report of the Examination Committee, 1942 (E.C. 12)	1942
16	Report of the Expert Committee on a Uniform Braille Code for India with the Braille charts printed in India Alphabets, 1942, as subsequently modified	1942
17	Proceedings of the 8th Meeting of the Central Advisory Board of Education held at Lucknow (E.C. 4 VIII)	1943
18	Report of the Joint Committee of the Central Advisory Board of Education and the Inter-University Board appointed to investigate the question of the relation of the School Leaving Certificate Examination to the Matriculation Examination, 1942 (E.C. 9)	1943
19	Report of the Committee of the Central Advisory Board of Education on the training, recruitment and conditions of service of teachers (E.C. 10)	1943
20	Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the recruitment of the Education Officer, 1942, together with the decisions of the Board thereon (E.C. 11)	1943
21	Report of the Examination Committee	1943
22	Proceedings of the 9th and 10th Meetings of the Central Advisory Board of Education in India held in October 1943 and January 1944 respectively (E.C. 4 IX & X)	
23	Report of the Technical Education Committee, 1943 (E.C. 16)	

* Not published previously, but proposed to be included in future reprint

† Published by the Central Advisory Board of Health.

Serial No.	Names of Publications	Year of publication
24	Report of the <u>Text Book Committee, 1943 (E.C. 16)</u>	1944
25	Report of the <u>Examination Committee (Technique of Examinations), 1943 (E.C. 17)</u>	1944
26	Report of the Committee of Central Advisory Board of Education appointed to consider the question of <u>training, recruitment and condition of service in universities, etc.</u> together with the decisions of the Board thereon (E.C. 2)	1945
27	Report of the Central Advisory Board of Education on Post-War Educational Development in India, 1944 (E.C. 13)	1945
28	Volume containing reports of the Committees of the Central Advisory Board of Education (E.C. 14)	1945
29	Report of the <u>Administration Committee</u> of the Central Advisory Board of Education	1945
30	Proceedings of the 11th Meeting of the Central Advisory Board of Education (E.C. 4 XI)	1945
31	Report of the Agricultural Education Committee of the Central Advisory Board of Education, 1944 (E.C. 20)	1945
32	Proceedings of the 12th Meeting of the Central Advisory Board of Education held at Mysore in January 1946	1946
33	Report of the Religious Education Committee of the Central Advisory Board of Education	1946
34	Development of Higher Technical Institutions in India (Interim Report of Sarkar's Committee)	1946
35	Report of the Committee of the Central Advisory Board of Education on <u>selection of pupils for Higher Education</u>	1946
36	Report of the Committee of Central Advisory Board of Education on <u>conditions of service of teachers</u>	1946

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